regional center plan

indianapolis marion county indiana

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FOREWORD

The Metropolitan Plan Commission's recent report, Public Policy Issues In The Economic Development of the Indianapolis-Marion County Area, presented the following observations.

"It is suggested that a downtown plan for Indianapolis would have three objectives:

1. To show the best locations for new functions, indicating optional sites and development patterns that can produce maximum efficiency for private investments and accommodate the future growth that can be anticipated;
2. To indicate the specific public improvements that will be necessary to stimulate and support the private investments, providing in particular the necessary assurances that problems of circulation (both vehicular and pedestrian) and environmental control will be met; and
3. To establish a practical timetable on the basis of which public actions and investments should be made in order to support the private development efforts.

The primacy of private initiative should be stressed in this planning process. Although area planning clearly is a public responsibility, there should be full private participation in the development of the physical plans and the implementation programs. The indicated approach is one of joint participation that can result in concerted action. The most successful downtown redevelopment programs throughout the country have been those in which this cooperative approach has been employed. These efforts have resulted in the investment of tens of millions of private dollars in new central core facilities."

This report is directed to achieving these objectives.

NOTE:

This planning activity was initiated as a part of the Metropolitan Planning Department's Continuing Planning Program 1967-1970.

The completion of this work occurred under the administration of the Metropolitan Development Commission, created under the Consolidated First Class Cities and Counties Act.

Therefore, where reference is made herein to the Metropolitan Plan Commission, the term is synonymous with Metropolitan Development Commission.

DEFINITION OF THE REGIONAL CENTER

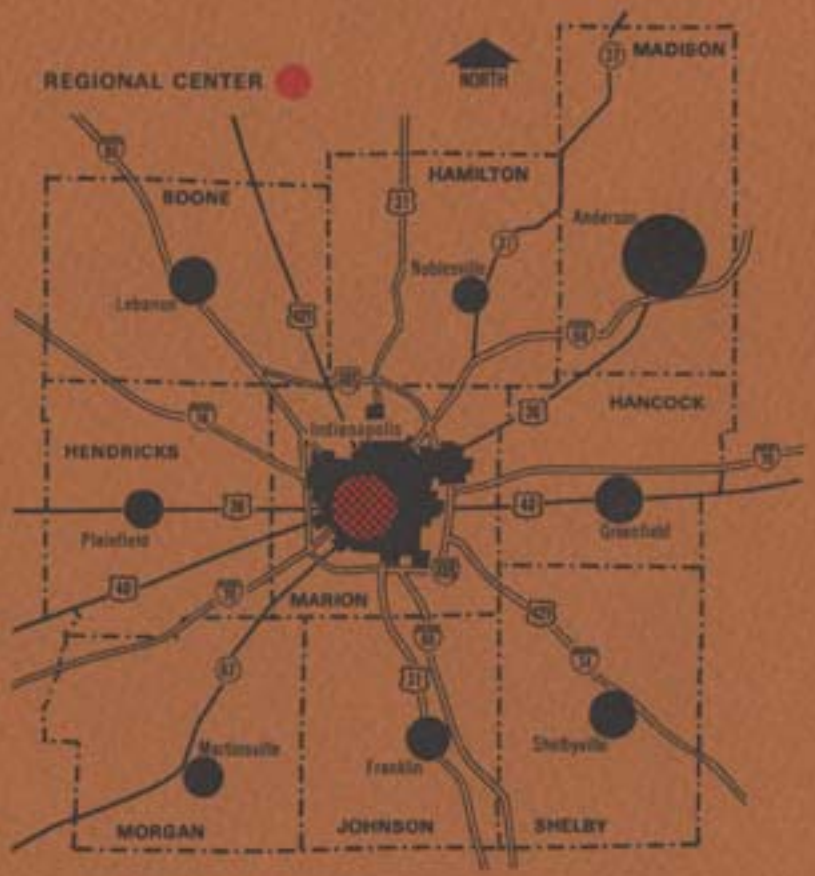
All urban areas exist through the concentration of people's activities. Changes in the physical makeup of urban areas represent responses to changes in the organization and relationships of those activities. This concentration of activities is most evident in the center of each urban area, and it is this center with which this report is concerned.

The center of Indianapolis is much more than just the central business district of the city; it is the center of a region, and, in particular activities of the state. Decisions made in this Regional Center affect the lives of more than one million persons in central Indiana. This region is delineated as Marion County and eight surrounding counties representing the geographic units within which the Indianapolis-Marion County economy effectively functions as a definable unit.

The symbol of this region is the core of Indianapolis with those unique features (i.e., buildings, uses and skyline) that express the activities of the city and region. The skyline is truly a unique representation of the core setting it apart from the rest of the metropolitan area.

Two factors create the fabric of the regional center. These are ACTIVITY and CONCENTRATION. They occur here at the highest degree in the metropolitan area.

These two factors create an intensity which will be the keystone of future development in the Regional Center.



MAP 1 **INDIANAPOLIS REGIONAL CENTER AND ITS PRIMARY SUPPORT AREA**

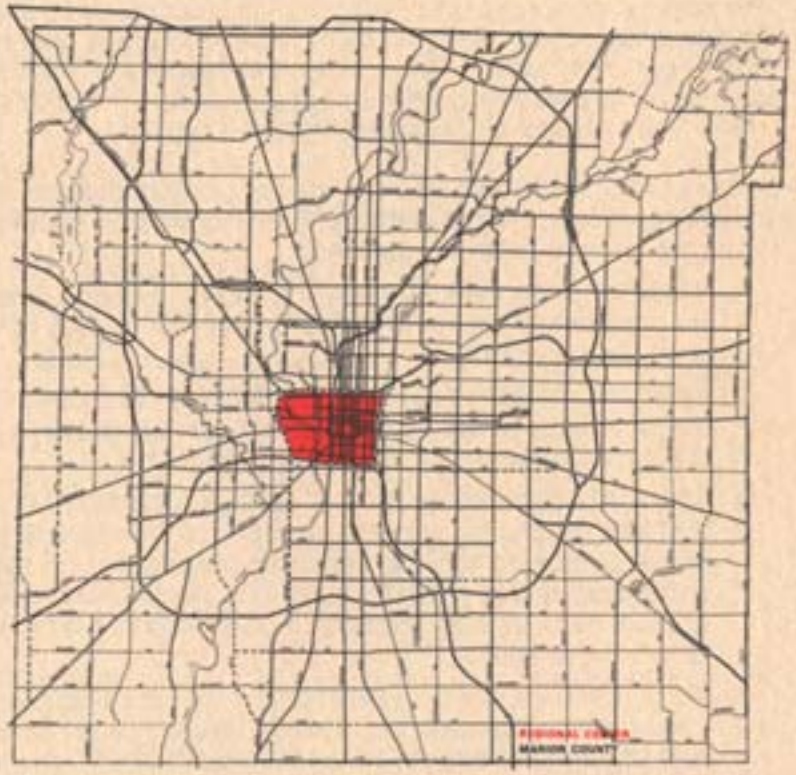
PURPOSE OF THE PLAN

The Indianapolis-Marion County Regional Center, generally defined to include all of the area within the proposed Inner Loop Freeway, including Interstate Routes 65 and 70 and proposed Indiana Highway 37 (the Harding Street Freeway), contains a concentration of activities, institutions, employment and property values that exerts by far the greatest single effect upon the welfare of citizens throughout the Indianapolis metropolitan area.

The area is the largest employment center in the region; it is the region's primary retail, financial, and government center; it is a principal "surplus tax payer"; and it is the major visible symbol of the aspirations, values and vitality of the metropolitan region and the state.

Importantly, the Regional Center is the focal point of the major traffic crossroads of the metropolitan area, the greatest concentration and range of employment opportunity, the most intense, varied, and cosmopolitan living area and the center of civic and business activity and cultural life. What happens or doesn't happen in the Regional Center affects social and economic values (i.e., employment, education, tax resources, and personal income) throughout the metropolitan area.

The objectives of this study are to supplement, apply, and detail important land use plans and the Regional Transportation and Development Study analyses and planning recommendations so as to produce a comprehensive and well established general plan for the regional center area.



INDIANAPOLIS REGIONAL CENTER & MARION COUNTY

HISTORICAL DEVELOPMENT AND CURRENT ACTIVITY

ORIGIN AND GROWTH

The original development of the area now occupied by the Regional Center occurred in the year 1820 with a sparse settlement near White River. The first significant factor leading to its present-day development was the movement of the State Capitol to Indianapolis from Corydon.

In the more than 140 years since the original settlement of Indianapolis, four distinct periods of economic and population growth have been recognized:

1. 1820 TO 1850 ERA OF SETTLEMENT: extends from its designation as state capitol to the coming of railroad transportation.
2. 1850 TO 1880 PERIOD OF RAILWAY BUILDING: the city became the marketing and service center for the agricultural hinterland of Central Indiana.
3. 1880 TO 1940 PERIOD OF EARLY INDUSTRIALIZATION: beginning with the strong emphasis on metal working, moving into the temporary emergence of the early automobile industry, and concluding with the gradual loss of that industry to Detroit prior to the Great Depression.
4. POST-1940 PERIOD: characterized by urban population growth, expansion of the area's diversified industry, and the establishment of numerous branch plants serving regional and national markets.

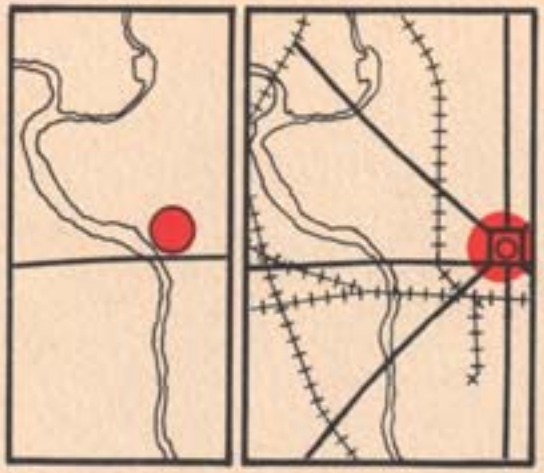
The Regional Center has changed over the years from a local, rural service-oriented center to the primarily urban and broader nine-county service area.

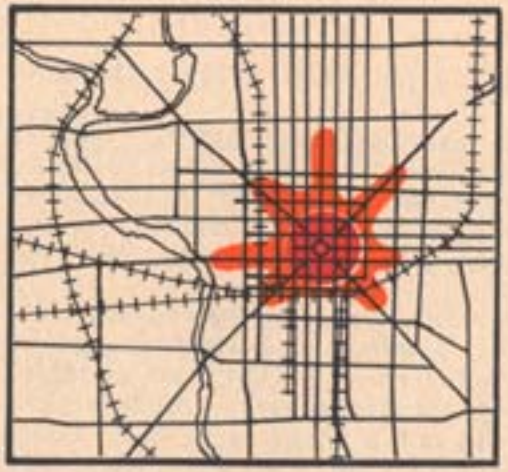
CITY ORIGIN 1820

Regional Center developed on Washington Street at White River

100 YEARS AGO

- River and Railroad predominated
- State Capitol moved the Regional Center to the Governor's mansion
- Railroad acted as southern boundary to Regional Center encouraging easterly and northerly growth





20 YEARS AGO

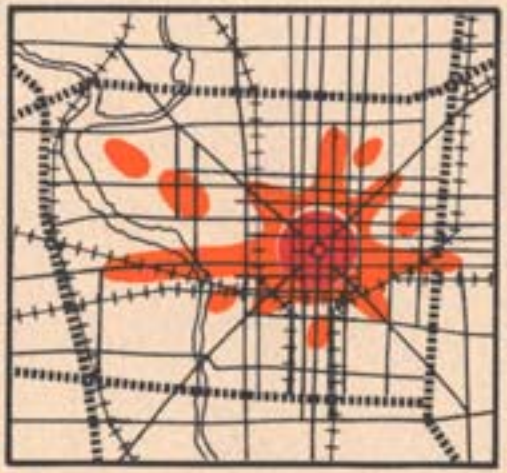
- Motor vehicle dominates transportation
- Population spread - post war urban housing boom
- Decentralization of Regional Center functions
- Peripheral market areas emerge competing with the Regional Center
- String commercial develops along major corridors

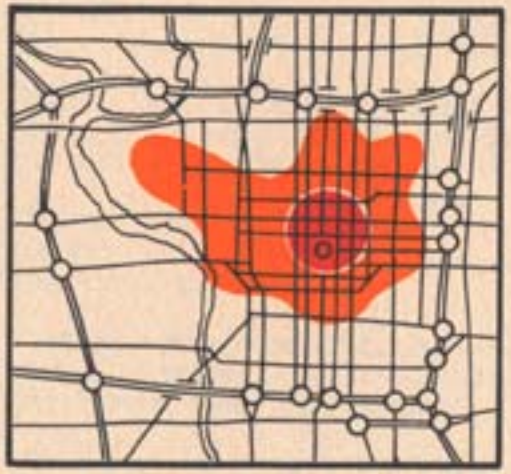
CENTRAL CORE

PERIPHERAL GROWTH

TODAY

- Innerloop Freeway construction begins
- Regional Center suffers from traffic congestion, functional obsolescence and inaccessibility
- Increased movement of people, employment and shopping centers to the suburbs
- Increased decentralization of Core functions threaten Regional Center growth and viability
- A renewed effort and community concern to revitalize the Regional Center





1985

- Innerloop complete
- Regional Center traffic plan minimizes traffic congestion
- Regional Center undergoes major rehabilitation and redevelopment effort
- Compact and intensified core with strong relationship to peripheral activities
- Regional Center attracts new population and activities
- Regional Center develops attractive, convenient and pleasing environment to live, work and shop

HISTORICAL DEVELOPMENT
INDIANAPOLIS REGIONAL CENTER

FIG. 1

CURRENT ACTIVITY IN THE REGIONAL CENTER

Today, the Regional Center is enjoying an accelerated building construction and remodeling effort which is unprecedented for several decades. These large-scale improvements and investments are occurring in the face of the general notion that urban centers are declining.

While it is true that some of the downtown elements in Indianapolis have been losing strength (i.e., retailing has suffered the principal losses) the evidence points to a rejuvenation and redirection of activities. This in turn has brought about changes in the physical setting. Further, the plans and commitments for the near future point to a greater acceleration of the transformation of the Regional Center.

The extent of new construction efforts illustrates the community's ability to transform the long-standing concept of "downtown" into that of a meaningful regional center.

Map III shows the extent of recent and proposed improvements in the Regional Center, including completed projects, projects under construction, and proposed projects.

The map shows a total of forty projects in the Regional Center. Twelve of these are occurring in or planned for the 16-block central core.

This intensity of building activity comes after a period when only a few projects were undertaken (i.e., the AFNB Building, Indiana State Office Building).

The majority of these new developments are the result of private renewal, and as such are being undertaken without overall coordination into a comprehensive, well-established general plan for the Regional Center. Thus, an important need is seen for this study and plan.

RECENT AND PROPOSED IMPROVEMENTS IN THE INDIANAPOLIS—MARION COUNTY REGIONAL CENTER

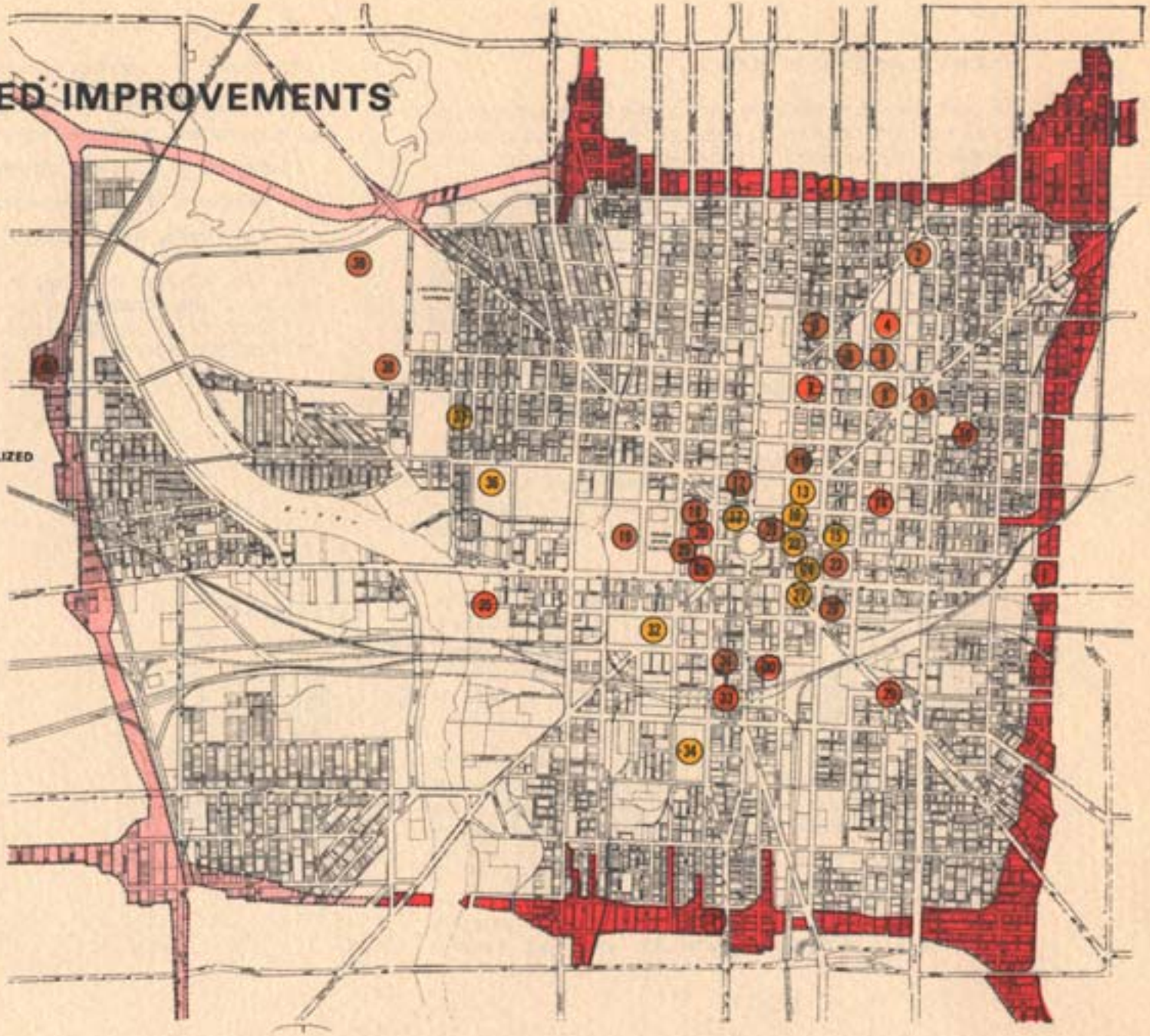
1 **Inner Loop Freeway*** (IP)
2 **Red Cross Headquarters** (C)
3 **Indianapolis School Administration Center** (C)
4 **Redevelopment Project H** (IP)
5 **English Foundation Addition** (P)
6 **Riley Center—Part of the Project H redevelopment** (C)
7 **Federal Building** (P)
8 **Murat Temple Addition** (C)
9 **Housing For The Elderly** (C—addition in process)
10 **Lockerbie Square** (P)
11 **Star-News Addition** (C)
12 **Bell Telephone Building Addition** (C)
13 **Indiana National Bank Bldg.** (IP)
14 **Indiana National Bank Parking Garage** (IP)
15 **Market House Improvements** (IP)
16 **Dennison Parking Garage Addition** (IP)
17 **Hilton Hotel** (IP)
18 **Greyhound Bus Station and Parking** (C)
19 **State Office Building Complex** (C)
20 **Blue Cross-Blue Shield Building** (IP)
21 **American Fletcher National Bank** (C)
22 **LaRosa Building Remodeling** (IP)
23 **City-County Building** (C)
24 **Farm Bureau Building** (C)
25 **Block Company Parking Garage** (C)
26 **Claypool Property—reuse not announced**
27 **State Life Insurance Building** (IP)
28 **County Jail** (C)
29 **Sports Stadium**** (P)
30 **Penn-Central Railroad Offices** (P)
31 **Atkinson Hotel Remodeling** (C)
32 **Convention Center** (in process)
33 **Transportation Center** (P)
34 **Post Office** (IP)
35 **Hygrade Property—reuse not announced**
36 **Indiana University Law School** (IP)
37 **Urban University Complex** (IP)
38 **I. U. Medical Center Teaching Hospital** (C)
39 **General Hospital Improvements** (C)
40 **Harding Street Freeway** (P)

*North leg Inner Loop Freeway being cleared; East and South legs acquisition in process with some clearance.

**Location recommended in a study, "Metropolitan Sports Arena—A Site Analysis", Community Renewal Study Report 13, Metropolitan Planning Department, May, 1966.

IP—In Process
C—Construction Complete
P—Planned or Proposed

REGIONAL CENTER
RECENT & PROPOSED IMPROVEMENTS



CONSTRUCTION COMPLETE

IN PROCESS

PLANNED OR PROPOSED

INNERLOOP FREEWAY

INNERLOOP R.O.W. ALIGNMENT NOT FINALIZED

INDIANAPOLIS REGIONAL CENTER
IN PROCESS

Department of Metropolitan Development
Division of Planning and Zoning
Indianapolis - Marion County, Indiana
January, 1970

The preparation of this map was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954 as amended.

MAP III

1000 0 1000 2000 Feet

NORTH

RECENT PLANNING EFFORTS

The concern for revitalizing the center of Indianapolis is expressed in a number of in-depth studies and planning recommendations made in recent years.

Following the establishment of the Metropolitan Planning Department, an initial effort in planning for the Central Business District was made in 1958. Further study and detailed planning resulted in the adoption in 1964 of the Central Business District Zoning Ordinance by the Plan Commission and Marion County Council. That ordinance is intended to guide development in the 16-block core and adjacent areas so that maximum benefits in land use relationships may occur together with a strengthening of economic vitality.

The 1963 Central Business District Plan, upon which the above zoning ordinance was based, contained significant plans for land use, thoroughfares and parking. Many of the recommendations from the 1963 plan continue to be valid today.

In 1967 and 1968, the Metropolitan Planning Department produced two studies of this Regional Center: "Central Area Revitalization And The Urban University", Gruen Associates consultants, and, "Indianapolis Centrum Design Potential Study", Graduate Design Studio—University of Illinois consulting.

The Gruen study presented variations on the Department's 1963 plan together with the introduction of a concept of optimum land use relationships. At that time plans for the building of a full-scale university in the Regional Center were under discussion.

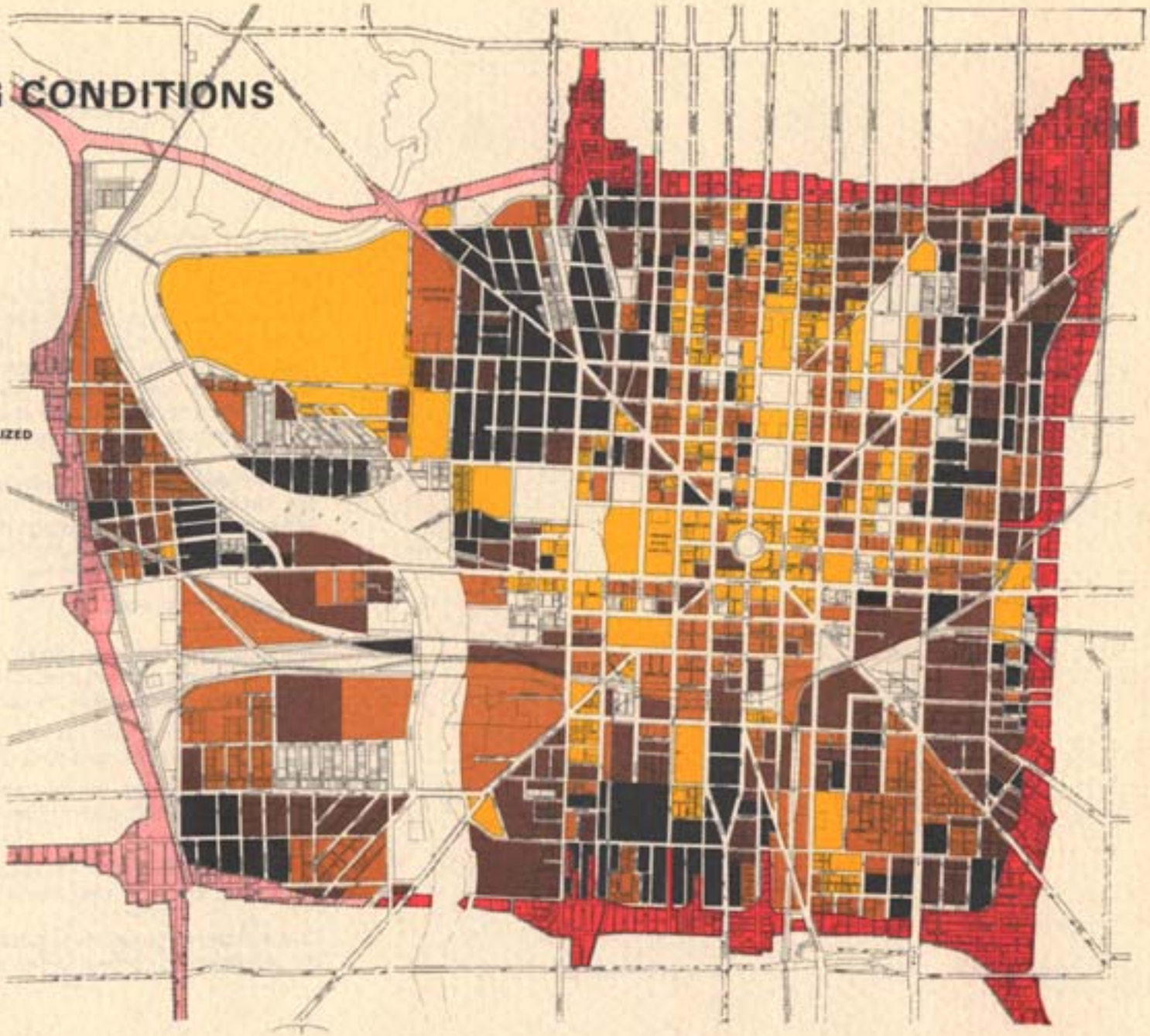
The Indianapolis Centrum is a three-dimensional scale model of the Regional Center which presents impressive and innovative recommendations for achieving identity and resolving a number of problems. These include:

- overcoming undesirable land use mix
- correcting inefficient transportation systems
- regaining economic vitality
- improving the environment
- eliminating visual chaos

The Department staff has evaluated each of the above studies in the present study and plan. Findings and recommendations that remain valid and useful have been considered in this work.

REGIONAL CENTER EXISTING BUILDING CONDITIONS

- SOUND
- MINOR DEFICIENCY
- MAJOR DEFICIENCY
- SUBSTANDARD
- INNERLOOP FREEWAY
- INNERLOOP R.O.W. ALIGNMENT NOT FINALIZED



Source: Building and Environmental Condition Survey - Metropolitan Planning Department 1968

INDIANAPOLIS REGIONAL CENTER
SOUND BUILDINGS

1000 0 1000 2000 Feet

NORTH

Department of Metropolitan Development
Division of Planning and Zoning
Indianapolis - Marion County, Indiana
January, 1970

The preparation of this map was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954 as amended.

MAP IV

THE OPPORTUNITY

The next two decades will see a continuing intensification of the nation's urban regions, and the Indianapolis Regional Center will share this development. This Regional Center can provide leadership in revitalization through concentrated effort to rebuild and to introduce a number of new major activities and investments.

The projects described under current development above are indicative of this effort, but much more needs to be done to coordinate existing, new and proposed developments into a dynamic and efficient Regional Center.

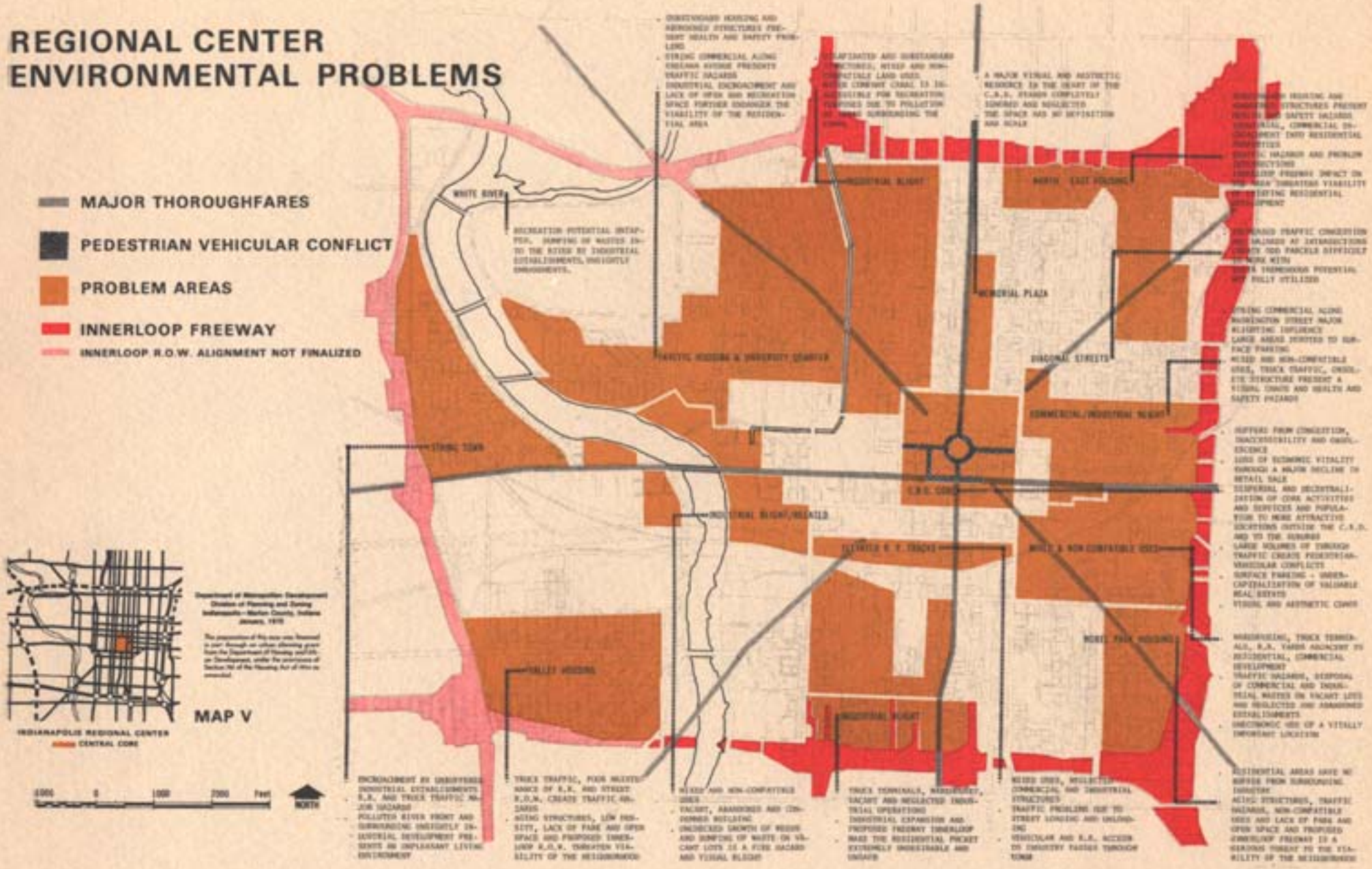
MAJOR PROBLEMS

The successful revitalization of this Regional Center rests upon solutions to a myriad of problems. These are categorized into three major areas:

- OBSOLESCENCE in the Center's physical plant, its service systems and land use functions
- CONGESTION in the physical environment (visual and land use) and in the movement systems in the Center
- INACCESSIBILITY in reaching destinations and providing services region-wide as well as in this Center

The following guidelines, goals and objectives, and plan proposals are directed to the solution of these problems.

REGIONAL CENTER ENVIRONMENTAL PROBLEMS



CONCENTRIC RADIAL GROWTH

LINEAR GRID GROWTH

COMPACT BUTTRESSED INTENSIFIED GROWTH

FIG. 2 **INDIANAPOLIS REGIONAL CENTER THEORETICAL DEVELOPMENT CONCEPT**

DEVELOPMENT CONCEPT— AN INTENSIFIED CENTER

The Regional Center represents a concentration of physical development, economic strength, governmental decision-making and community leadership. These characteristics set it apart from any other section of the region.

Forces of change, brought about by increased mobility of the population and trends toward decentralization of community service functions, have created competition between this center and outlying developments for some of the services originally unique to the center.

The Center's strength, however, continues to rest in the characteristics described above. In order for this concentration to maintain its competence, there must be a further intensification of these functions. An intensified core is desirable in that the functions within this area are mutually-dependent, -stimulating and -responsible for the successful growth and development of the Regional Center. The concept, therefore, is to guide development in such manner that these major functions intensify rather than spread out or locate outside the Center. (See Fig. 2)

The concept visualizes the buttressing, or reinforcement, of the concentrated core by land uses and support functions at its boundaries to result in a containment of the major functions and to provide the atmosphere for intensification of these functions.

The buttresses to this core are represented by major activity generators of a non-competitive character such as the University Quarter (educational and research), the Transportation Center (a very strong support function) and the Convention Center (a cultural and economic support facility). Each of these developments is both dependent upon, and

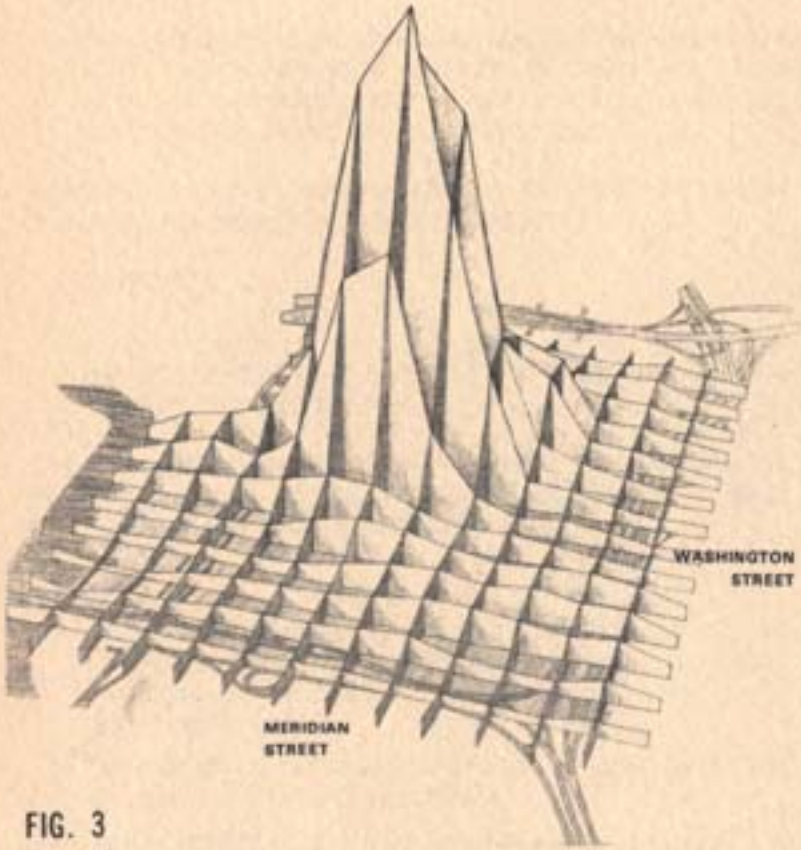


FIG. 3

DOWNTOWN ACTIVITY PROFILE 1964

can contribute to the support of, the concentrated core functions. As a group they further provide the transition break between the core functions and the secondary functions outside the core.

With a strong and singular central core, the outside developments will demand the unique specialties from the central core, and will utilize the central core as their exchange point and hub of operation.

This situation is clearly illustrated in the numbers of trips produced in and attracted to the core area. Fig. 3 shows a 3-dimensional graph of this activity generation, with the greatest trip concentrations occurring in the 16-block core area (the vicinity of Washington and Meridian Streets represents the peak of this activity). The intensity in this area as opposed to the surrounding secondary area is seen in the "Cliff" effect shown in the elevations of the graph.

GOALS AND OBJECTIVES

While the development of goals for the Comprehensive General Land Use Plan examines the current and localized problems within the Regional Center, emphasis is placed upon the broad, idealistic aims for its future. This allows the goals to be more sensitive to inconsistencies, logic fallacies and to the critical interrelationships that affect the Regional Center as a whole.

The principal goal for this Regional Center is to create an efficient, attractive environment which best suits the social, economic and political needs of the populations of the metropolitan area and region.

Extensions and refinements of this principal goal for the Regional Center include:

- **Enhancement of the competitive position of the Regional Center with regard to its role as a focus for Finance, Trade, Business and Professional, Medicine, Education and Government activities.**

  In order to achieve this goal, the following objectives are proposed:

  —provision of the necessary range of central services and facilities that cannot be matched by any other physical complex in the metropolitan area.

  —provision of space for those specialized activities that can perform best at a central location.

  —improvement of the qualitative strength of the primary functions to maintain the competence essential to the Regional Center's specialized role.

  —creation of conditions favorable to the generation of large, private new investments.

- **Development, and redevelopment where needed, in the Regional Center to strengthen relationships among land uses within the area.**

  OBJECTIVE—

  —Development of an effective program for restoration of the area's efficiency by means of major land clearance and assembly, close private/public collaboration and carefully timed capital investments.

- **Achievement of identity for each of the Regional Center functions (retailing, government, etc.).**

  OBJECTIVE:

  —Translation of the "identification" needs of the Regional Center functions into the Comprehensive Plan recommendations.

- **Creation of an attractive place of personal communication in which people may exchange services, goods and ideas and enjoy social and cultural amenities.**

  OBJECTIVES:

  —Design of housing areas and related services in close proximity to the central core (and inside this area where feasible) to create an environment for a 24-hour population.

  —Development of social and cultural amenities that will serve a 24-hour population.

  —Development of a public awareness of architectural and aesthetic values.

- **Attraction and accommodation of those regional activities that are few of a kind and those which require a close proximity to other central activities.**

This goal will be met with the attainment of the preceding goals and objectives. However, the need for action by the community's commercial interests (Chamber of Commerce, and other interests) in support of this effort is recognized.

- **Utilization of all physical and cultural assets to elevate the stature of this Regional Center in comparison to those of other cities, and creation of a distinctive image.**

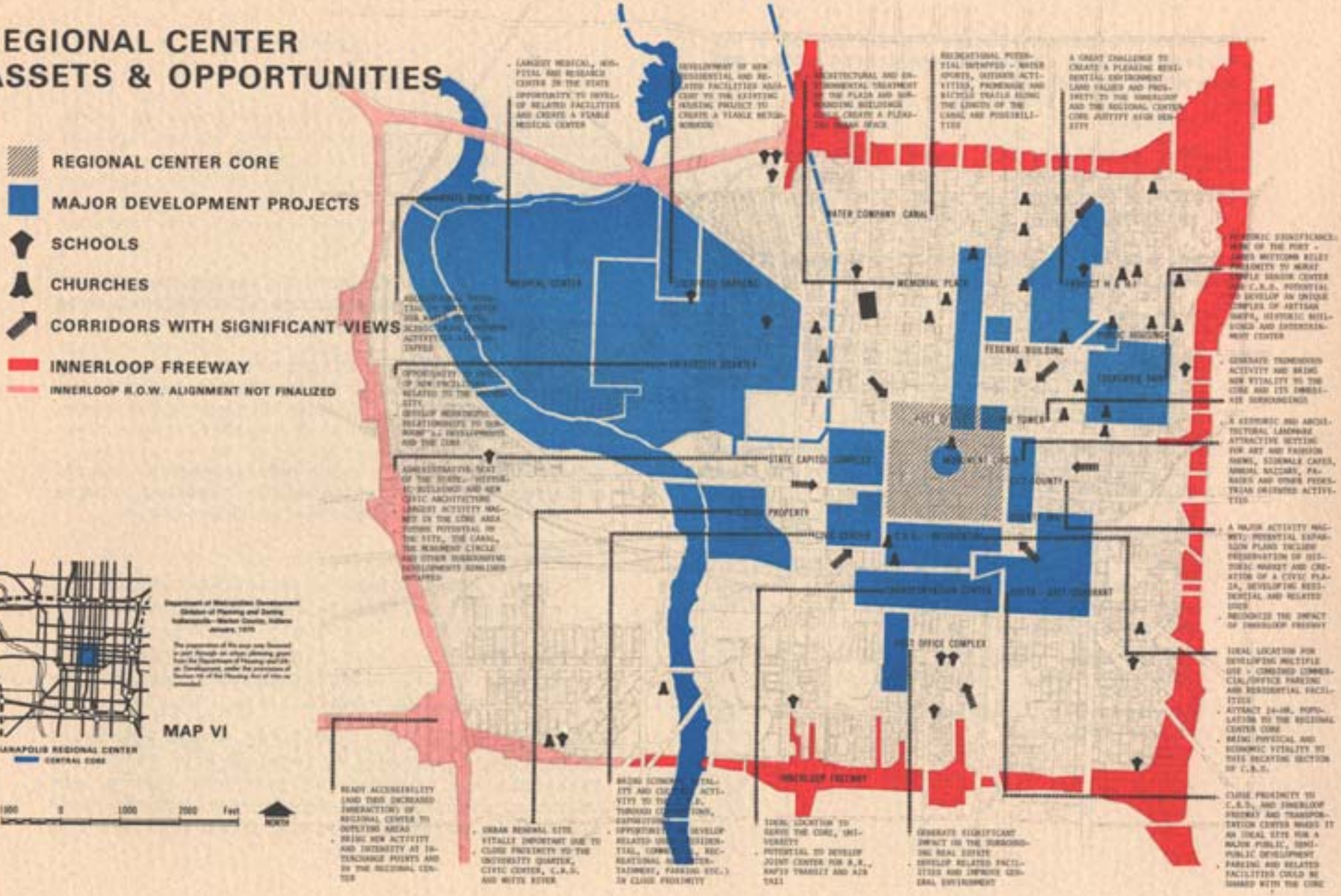
  OBJECTIVES:

  —Development of those as yet untapped physical and cultural assets within the Center (White River beautification, etc.)

  —Public relations program (regional, national) to associate this Regional Center's capabilities with meeting of the larger areas' needs.

Forecasts prepared during the recently completed Indianapolis Regional Transportation and Development Study point to the continued growth of this community. Such growth will require an intensification of the functions in the Regional Center. Selected indicators of growth potential are described below.

REGIONAL CENTER ASSETS & OPPORTUNITIES



INDIANAPOLIS REGIONAL CENTER
CENTRAL CORE

MAP VI

POPULATION

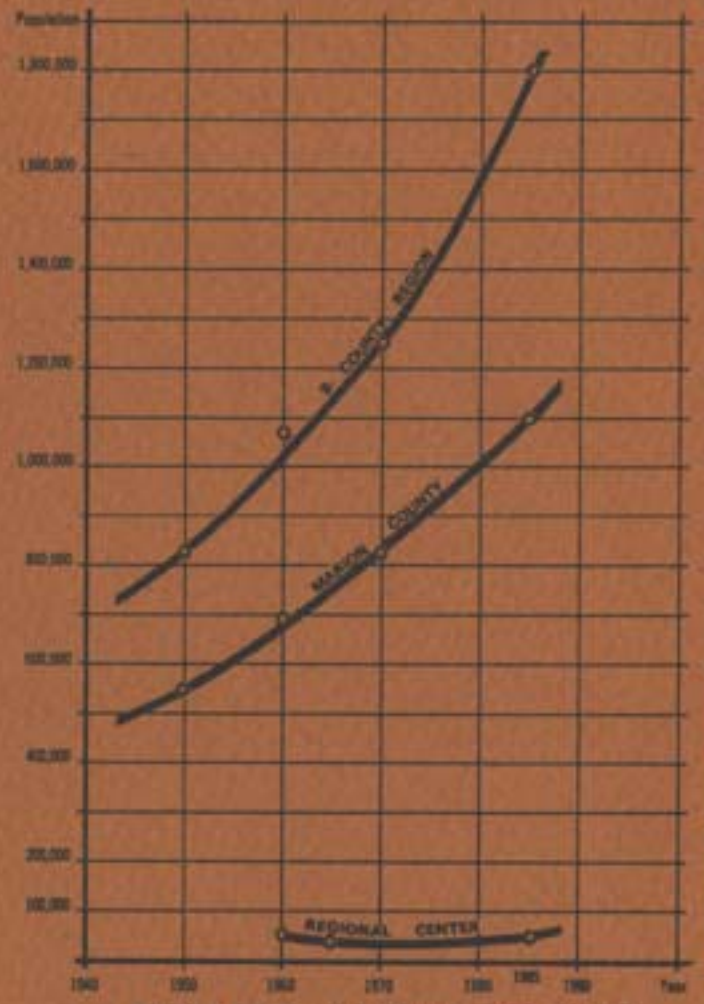
Population change in three geographical areas is important to the Regional Center's growth: the Center itself, Marion county and its nine-county service area.

Regional Center: The resident population is expected to be reduced in numbers as a result of (1) a continuation of the trend of out-migration from the core area to peripheral neighborhoods and (2) redevelopment of substantial areas of obsolete single-family housing for other land uses (see following description of land use). The revitalized residential areas in the Regional Center will employ higher dwelling densities on smaller acreage, thereby resulting in a more efficient use of the land.

Marion County: The county's population, which constitutes the Regional Center's immediate clientele, is expected to increase to over one million persons by 1985. This increase, which is equal to the total population of Indianapolis city in the 1940's, will certainly require substantial intensification of the Regional Center functions.

The Region: The 9-county service area of this Center is expected to increase by almost 70 per cent in the 1960-85 period. The current growth pattern in these counties (land urbanization and housing development) indicates that the forecasts are valid.

The Regional Center, therefore, must anticipate services to an additional eight hundred thousand persons over the number served in 1960.



POPULATION GROWTH 1960—1985

REGIONAL CENTER • MARION COUNTY • 9—COUNTY REGION

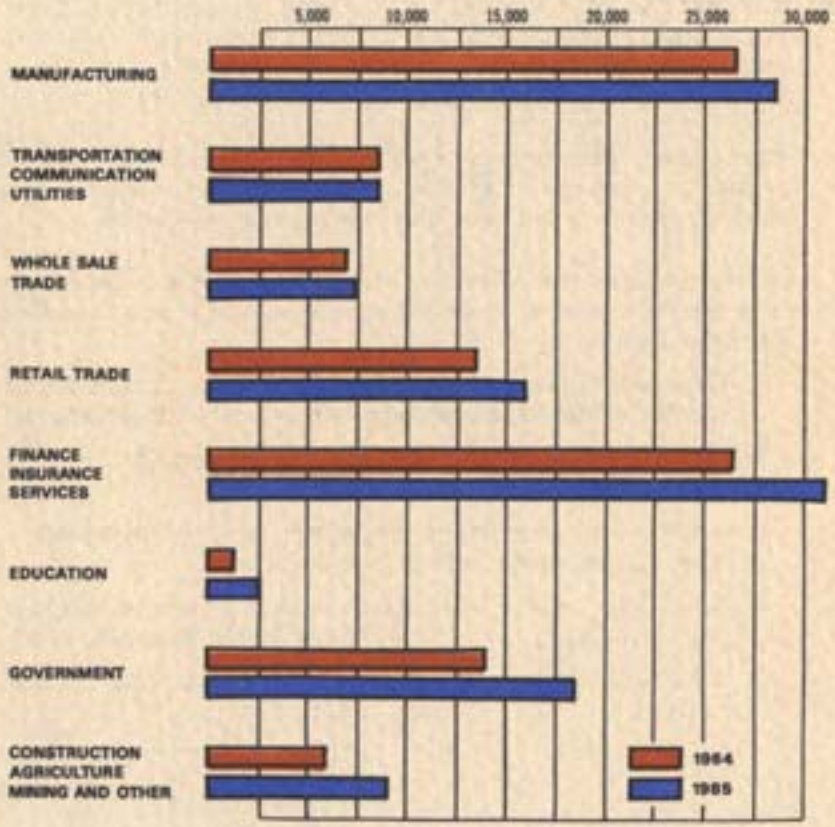
FIG. 4

ECONOMY AND EMPLOYMENT

The planning forecasts include expectations for Central Business District growth. (For purposes of description, the Central Business District approximates that major part of the Regional Center east of White River.)

Approximately two million square-feet of commercial floor space is expected to be added to the Regional Center by 1985. This increase is related principally to business, finance, insurance, real estate and professional services, and includes replacement of obsolete floor space as well as provision of new space.

Employment in the Regional Center is expected to increase commensurate with intensification of its primary functions. Approximately 18,000 more persons will be employed in the Regional Center in 1985 over the 1964 figure. The largest increases will occur in the finance, insurance and other services and as a result of the expected enlargement of the roles of government in meeting the needs of a substantially increased population.



INDIANAPOLIS REGIONAL CENTER: EMPLOYMENT PATTERN 1964 & 1985

FIG. 5

Source: Indianapolis Regional Transportation and Development Study (IRTADS) 1964

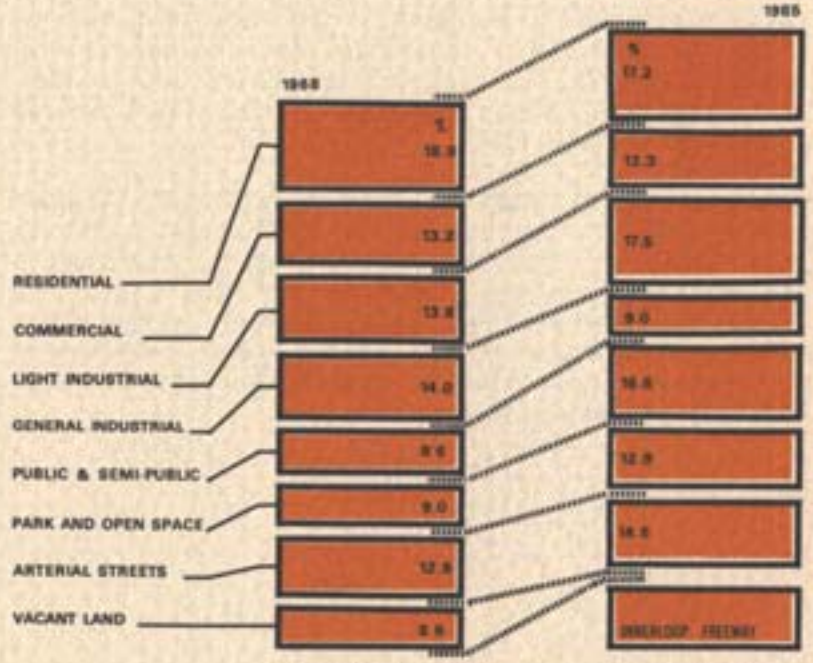
LAND USE

The land use plan for 1985 anticipates the accommodation of the needs indicated above together with revisions in the land use pattern toward optimum distribution of and relationships among land uses in the Regional Center.

Inspection of changes in existing development as proposed by the land use plan for 1985 provide the general anticipations for meeting the needs of the growth elements.

Changes in area occupied by the principal land use components are in response to changes visualized to occur in the Regional Center as a result of:

1. Eventual relocation of land uses that are not Regional Center oriented (some general industry for example).
2. Intensification of land uses on less acreage for greater efficiency (commercial and residential).
3. Addition of the urban university and governmental uses (public and semi-public sector).
4. Adequate provision of open space on existing sites and new sites, including White River beautification.
5. Additions and improvements to the arterial street system.



INDIANAPOLIS REGIONAL CENTER LAND USE 1968 AND 1985

FIG. 6

Source: Indianapolis Regional Transportation Development Study (IRTADS) 1964

PLANNING COMPONENTS— DEVELOPMENT GUIDELINES

The Regional Center represents a special type of planning area. The characteristics of its functional components (locational needs, operating methods, relationships to its service area and like features) require different guidelines for planning and development than those of the more localized neighborhood, community and commercial cluster services. Efficiency is paramount, because of its relatively large size and extensive radius of services.

These guidelines, in conjunction with the concept, goals and objectives, provide the basis for the planning proposals. The most significant planning components are Land Use, Movement Systems and Aesthetics. General guidelines and planning considerations for achieving sound development patterns are as follows:

LAND USE

1. individual land use activities should be grouped in accordance with the degree of compatibility among these uses to form functional subareas within the Regional Center.

   Each subarea group should be arranged and developed where possible as a compact, integral part of the Center.

2. groups of activities should be arranged and connected so as to promote the convenient movement of pedestrians and, where appropriate, goods and services.
3. coordinated, multi-purpose use of entire blocks should be encouraged.

MOVEMENT SYSTEMS

1. major approach routes should provide a sense of direction toward, distance from and arrival at the Regional Center.
2. the circulation system should be carefully structured to encourage sound development patterns in the Regional Center.
3. the transportation modes—pedestrian, buses, private cars, service and supply vehicles, and emergency vehicles—must be located and accommodated with appropriate separation for safety and convenience.

AESTHETICS

1. a series of strategically located focal points should be developed (including reinforcement of existing features) that will provide bases for the orientation and siting of buildings and add interest to pedestrian activity.
2. building and land development should encourage and emphasize the significant historical and architectural features of the Regional Center.
3. the use of landscaping, street furniture, lighting, color and texture, sculpture and water is necessary to the creation of a pleasant environment and to support other urban design elements.

FUNCTIONAL COMPONENTS— DEVELOPMENT GUIDELINES

For purposes of description, the land uses in the Regional Center may be described by functional categories (See Fig. 7). These categories are further divided into (1) primary: by virtue of significant land area occupied, persons employed, intensity of activity, and (2) support: providing maintenance and buttressing to the primary functions. Other uses not directly critical to the Center, but occurring in the area, are identified as proximity functions.

Figure 7 shows four primary functions generally applicable to all urban centers.

A brief enumeration of guidelines in planning for each of these functions is given below:

PRIMARY FUNCTIONS

Primary facilities and activities in the Regional Center include:

Retail and Related
Business, Professional and Financial Services
Government
Civic and Cultural

Each of these functions is essential to the survival of the Regional Center. Planning and development guidelines for each of the primary functions are discussed below:

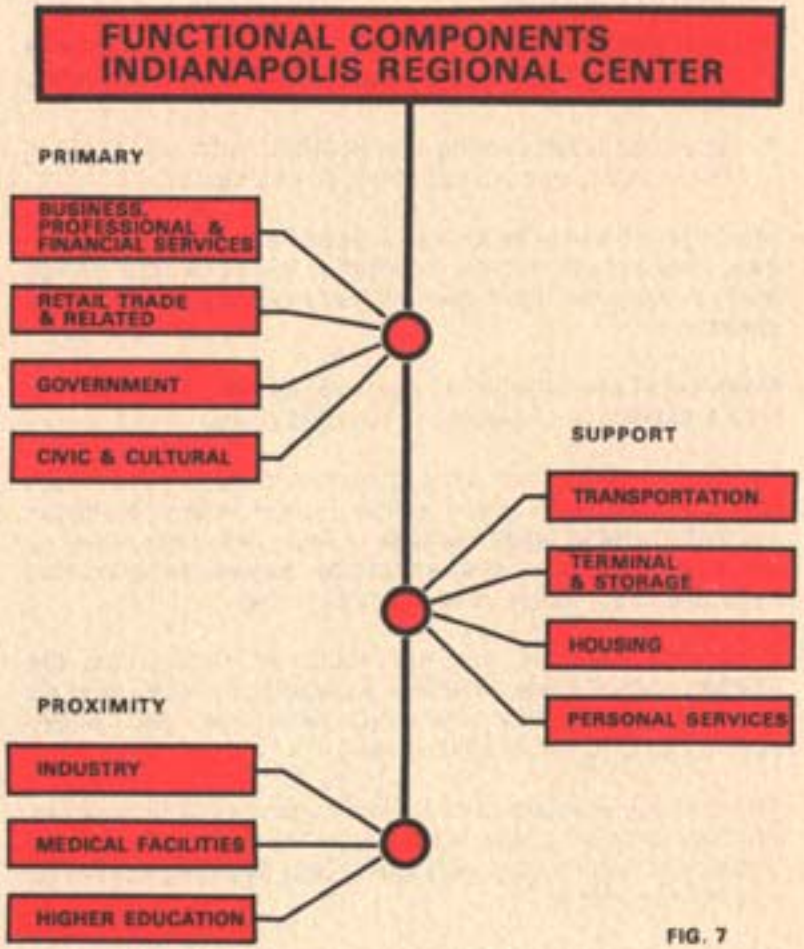


FIG. 7

Note: Indianapolis Regional Center Functions are listed in their principal Category - PRIMARY or SUPPORT; however they serve in either category in some instances.

Retail and Related Uses

- Priority in the allocation of space should be given to those uses which depend upon a central location to function successfully, such as:
  1. Uses that operate on the basis of a regional clientele (large department stores, high fashion clothing stores, etc.)
  2. Retail facilities serving the population in the close-in residential areas surrounding Downtown.
- Major retail uses, including comparative shopping facilities, department stores, consumer services and eating and drinking facilities, should have distinctive shopping character.
- Major retail uses should be centrally located and compact with a maximum of pedestrian accessibility.
- Secondary retail uses should surround major retail uses and combine with some office development. Because secondary retail uses include many consumer services and specialty stores, they should be conveniently located between major retail uses and office uses.
- Consumer services may be scattered throughout the Center, should have a distinct shopping character and be easily accessible from the major retail uses and, where appropriate, to other office uses.
- The primary area devoted to retail use should have a distinctive shopping character. The frontages should be developed intensively with stores and avoiding non-retail use interruptions.
- Where retail uses are combined with other uses in a building, the ground floor or pedestrian level should be devoted to retail uses.

Business, Professional and Financial Services

- As with the retailing function, identity can be strengthened through the appropriate grouping of business, professional and financial interests.
- In light of the high cost of land in the 16-block area, it is important that these functions be accommodated in relatively tall structures. This will result in an efficient compacting of these uses as well as providing the distinctive character to the area.
- These office uses, together with major retail uses, should be given priority in the allocation of land in the Regional Center.
- Major office uses, such as national and regional headquarters, should have a distinct building character and should be grouped together to achieve the physical compactness that functional relationships require.
- A strong concentration of major office development should provide minimum interference with the continuity of retail activities.

Government

Governmental buildings have been so located in the Regional Center as to form focal points (the State Capitol) and/or serve the other major uses in close proximity (city-county building, federal building).

These buildings also are prominent by virtue of their size and architecture, which serve as very strong supports to the Center's identity.

Among the other public facilities of similar nature (publicly owned and operated) is the Health and Medical Complex in the northwest section of the Regional Center, which has achieved an identity because of the grouping of common interests.

It follows that new governmental facilities (supreme court building, university quarter, etc.) should be located to serve similar "identity" and "stature" roles while relating closely to other governmental facilities.

Civic & Cultural Facilities

Cultural facilities include:

- Governmental buildings
- Monuments and memorials
- Museums
- Libraries
- Educational and medical institutions
- Cultural societies
- Community social services
- Parks, malls, open space in general and other landform or landscape features and waterways

Most cultural facilities serve dual roles in the Regional Center (Governmental buildings, medical center, University Quarter) being utilized for necessary public services as well as reflecting the character of the community and its people.

These cultural facilities are vital to the identity and well-being of the center by filling in the social aspects of an otherwise basically economic structure. As such, they should be placed with care in consideration of their service areas as well as their support of metropolitan character.

SUPPORT FUNCTIONS

Support facilities and activities in the Regional Center include:

Hotels and related services

Entertainment and Personal Services

Housing

Movement Systems

Terminals and Storage

Each of these functions is necessary to the successful operation of the major uses and to the center's identity. Planning and development guidelines for the support functions are discussed below:

Hotels and Entertainment

The appropriate locations for hotels is, of course, in close proximity to the transient visitor generators—business and professional, government, retailing and such entities as the convention center. By nature, hotels also should be sited for ease of access to and from the street system.

Entertainment, including theaters, restaurants, night clubs and related establishments should relate to hotels. They also should benefit from grouping in the Regional Center.

Other personal services (barber and beauty shops, shoe repair and clothes cleaning pickup agencies, health clubs, etc.) should have reference to their customers by proximity.

Housing

Housing for the resident population is another important support function in the Regional Center. In Indianapolis, as in other cities, age and obsolescence in the inner city has produced large areas of substandard housing and environment. This blight must be removed to permit the Center to be effective.

Housing should be grouped into relatively self-contained peripheral areas in the Regional Center. By being so located away from the intensity of activity, some measure of the quiet residential atmosphere can be achieved.

This housing is expected to range in value and styles to accommodate the needs of the people who work in the Center and who desire to live near their places of employment. For example, provision should be made for immediate downtown housing for single persons and two-person families with the peripheral residential areas offering facilities for larger families.

Services to these planned housing enclaves should be tailored to the needs of the occupants (i.e., retailing and personal services incorporated into the housing areas).

Housing must be of a relatively high density with optimum access to the core area.

Movement Systems

Transportation—including pedestrianways and parking as well as the street system—is one of the prime support facilities. When this system suffers from inadequacies, all functions within the Center suffer.

Direct, safe and easy access to the Center and its core should be provided from all parts of the region.

The system of central area streets should provide for ease of movement within the area, and should minimize conflicts between different modes of movement. The high intensity of activity in the Center will require a continuing development of the circulation system.

Linkages among Center functions should be taken into account in transportation planning:

1. Contact between establishments engaged in similar activities
2. Contact involving the use of multiple activities by one user, such as employees becoming shoppers and diners
3. Contact by services and suppliers to the major functions in the Center.

And, on the other hand, the various functions should be so structured for maximum efficiency within a well-designed total movement system.

Terminals and Storage

The transportation services to this community penetrate into the Regional Center. Terminals and warehousing are located in the general area south of Washington Street where rail lines and the rail terminal converge. Manufacturing and allied uses also are located in this southern area, and to a lesser extent elsewhere in the Center.

Those uses that are strong support to the major activities in the Center should be grouped where possible with particular attention to the street system. They will be of optimum service to the Center with proper relationship to the transportation network.

THE OVERALL PLAN

Proposals for the future development of the Regional Center are presented at a concept level in this report. With substantial participation by concerned private and public interests, the plan may be further refined and finalized.

The land use concepts are shown in Map VII. Major features of the plan include:

- The basic characteristics of the Regional Center, concentration and high activity level, are supported by means of buttress uses, or reinforcements.

- Generally, the plan recognizes existing land uses in the Center where such development:

  —represents a logical location within the framework of the plan

  —precludes removal due to the extent of investment and viable physical condition of the uses

  Change is recommended where the continuation of the existing situation would subvert the optimum use of the area or related areas.

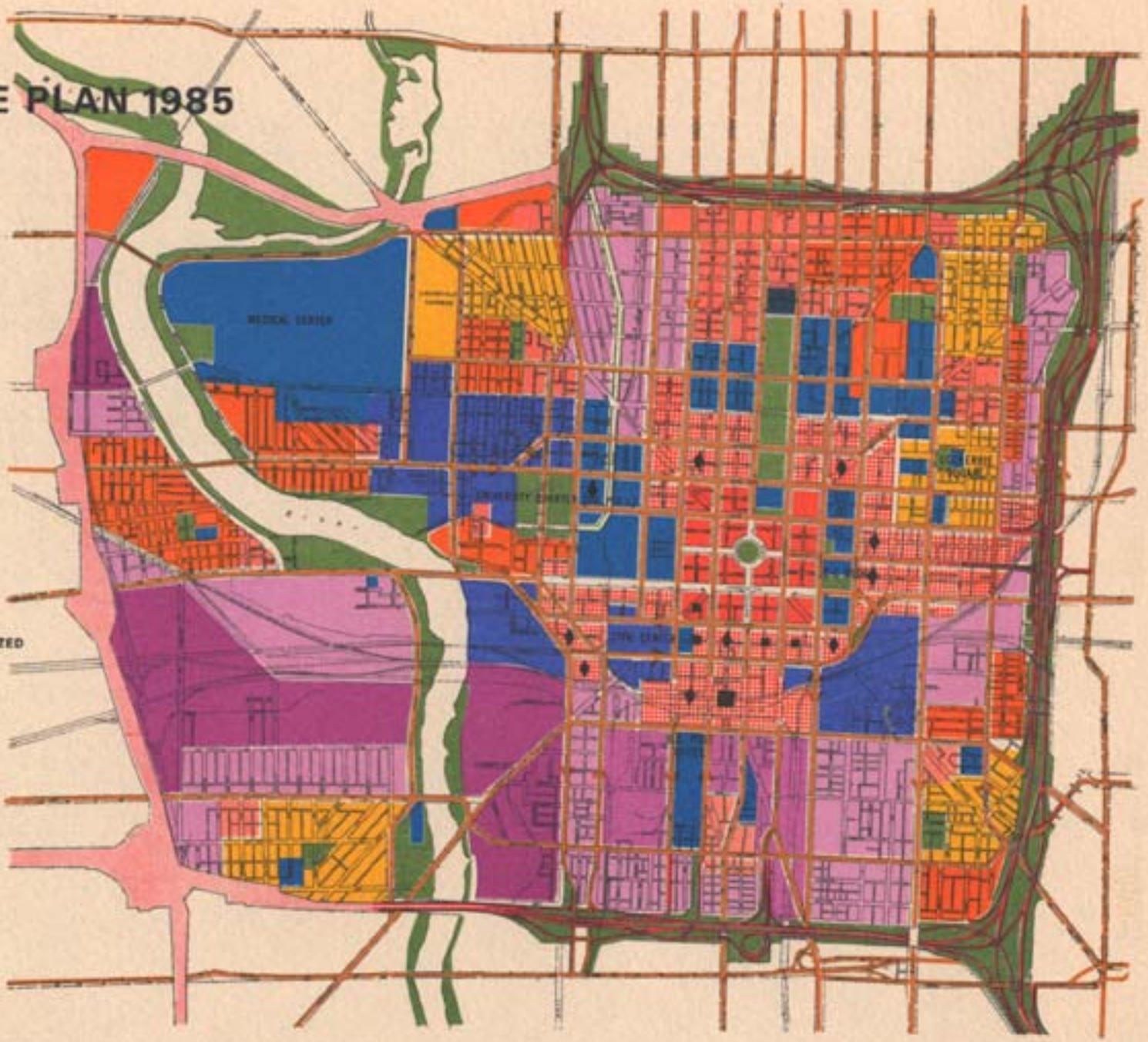
- The land use and transportation plan proposals, when carried out, will enhance the competitive position of the Regional Center by overcoming the constraints of inaccessibility, congestion and obsolescence.

- Land use activities are grouped in accordance with compatible characteristics to form functional subareas, thus promoting accessibility of goods and services and convenient movement of pedestrians and other transportation modes.

PLAN ELEMENTS

The discussion of the General Comprehensive Land Use Plan for the Regional Center is divided into major plan elements. Where necessary, segments of these plan elements have been studied in depth to suggest development concepts and design potentials which could help to revitalize the Regional Center.

REGIONAL CENTER
GENERAL LAND USE PLAN 1985



RESIDENTIAL DENSITY
MEDIUM
HIGH
COMMERCIAL
PRIMARY
SUPPORT
NON - CORE
INTERCEPT PARKING
MULTIPLE USE RESI. COMM. & PARKING
INDUSTRIAL
LIGHT
GENERAL
TERMINAL & STORAGE
PUBLIC & SEMI-PUBLIC
BUTTRESS FACILITY
PARKS & OPEN SPACE
ARTERIAL SYSTEM
INNERLOOP FREEWAY
INNERLOOP R.O.W. ALIGNMENT NOT FINALIZED

Department of Metropolitan Development
Division of Planning and Zoning
Indianapolis—Marion County, Indiana
January, 1970

The preparation of this map was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954 as amended.

MAP VII

1000 0 1000 2000 Feet

NORTH

COMMERCIAL USE

Referring to the land use categories shown in the plan, Map VII, it is seen that commercial land use is given priority location, since it is the principal function of the Center. The plan shows commercial uses assigned to locations in the Center according to characteristics of service:

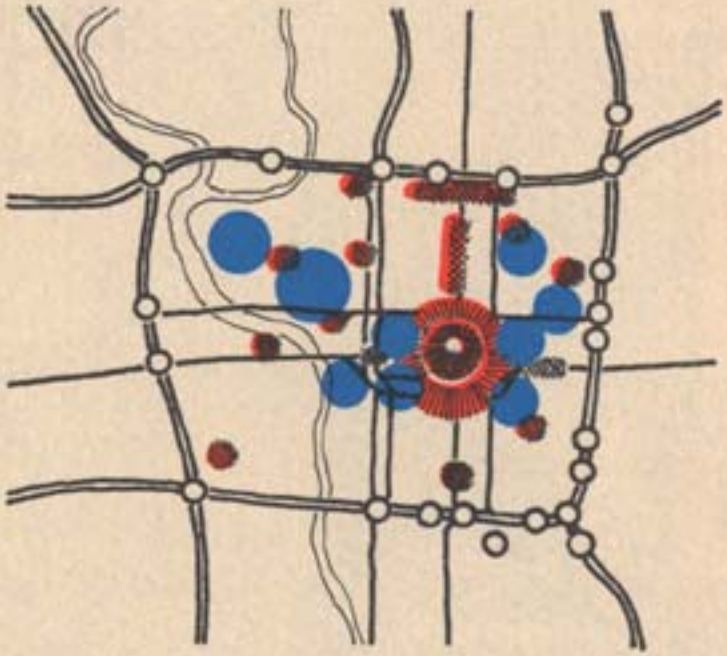
- PRIMARY CORE USES (regional, state, interstate orientation) including regional retail sales, financial institutions, regional business and professional uses and firms, corporate headquarters, wholesale concerns and similar activities.

- SECONDARY CORE USES including suppliers of services and goods to the primary core uses, metropolitan-wide services, capable of functioning outside of the high-rent sector of the Center.

- NON-CORE ORIENTED USES including:
  - —Highway oriented services at interchanges
  - —Ancillary services to subareas within the Center, such as residential groupings, industrial concentrations, special use areas

- Commercial uses are grouped into block and cluster-of-blocks patterns for convenience of users and customer sharing.

- Primary Core Area is bounded by core-support commercial uses and buttressed by non-competing uses (Convention Center, government facilities, transportation center and other non-commercial uses).



REGIONAL CENTER: COMMERCIAL ACTIVITY CONCEPT

CORE-ORIENTED
- PRIMARY
- SECONDARY

NON-CORE ORIENTED
- CONVENIENCE
- HIGHWAY ORIENTED
- NON-COMPETING USES

FIG. 8

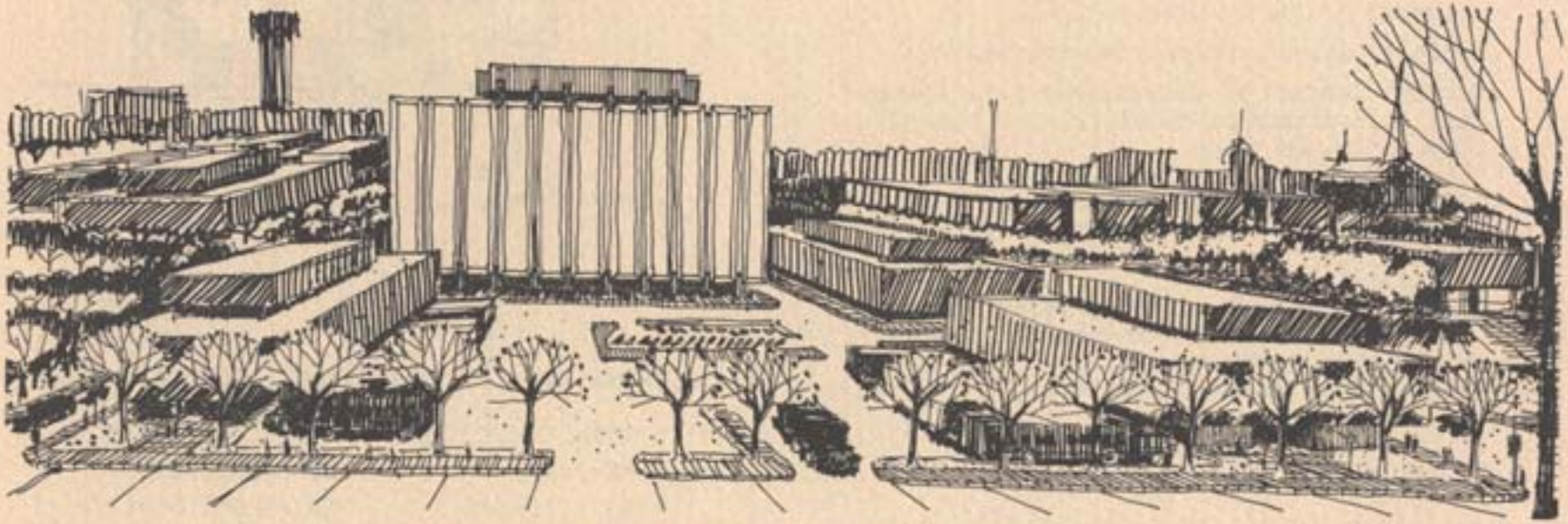
TERMINALS AND STORAGE FACILITIES

The Land Use Plan shows motor freight and rail terminals closely related in the south central part of the Center between Delaware and Missouri Streets and from Louisiana Street to the south leg Inner Loop Freeway.

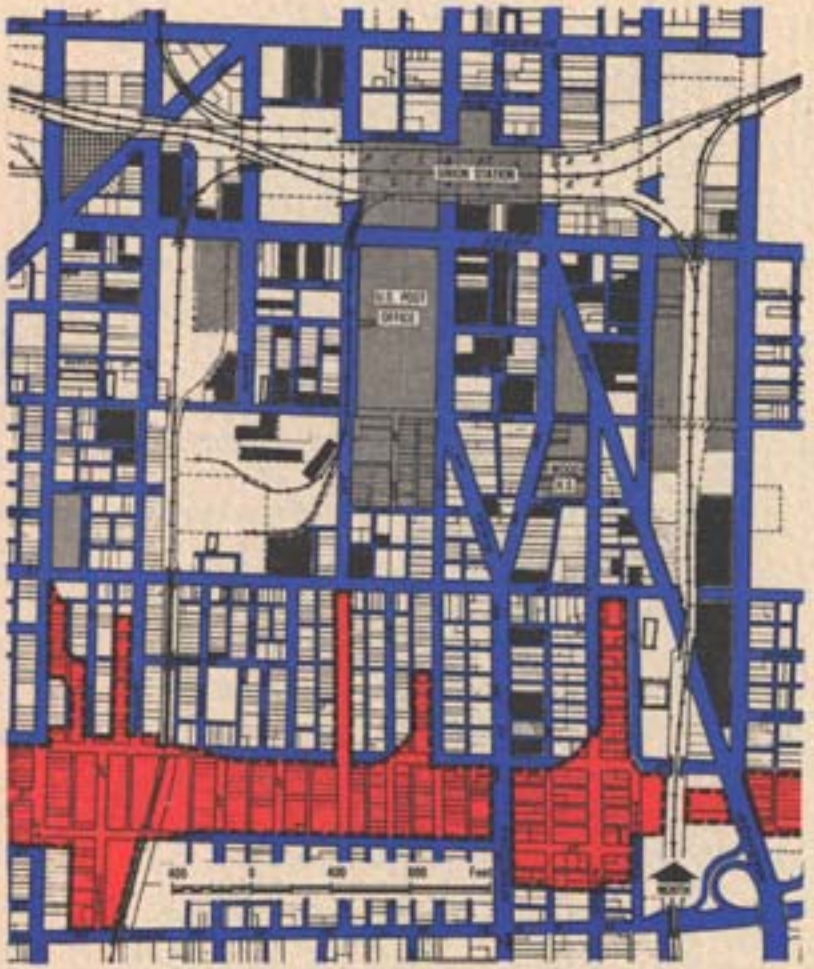
The Transportation Center which is proposed to occupy the area from about Louisiana to South Streets serves as a buttress to the primary core area, and has direct connection to the proposed motor freight terminal area to the south.

With immediate access to the south leg Inner Loop Freeway and railroad network, this area is ideally situated to receive goods and supplies and provide services to the Regional Center and the metropolitan area.

LOCATION MAP: TERMINAL & STORAGE



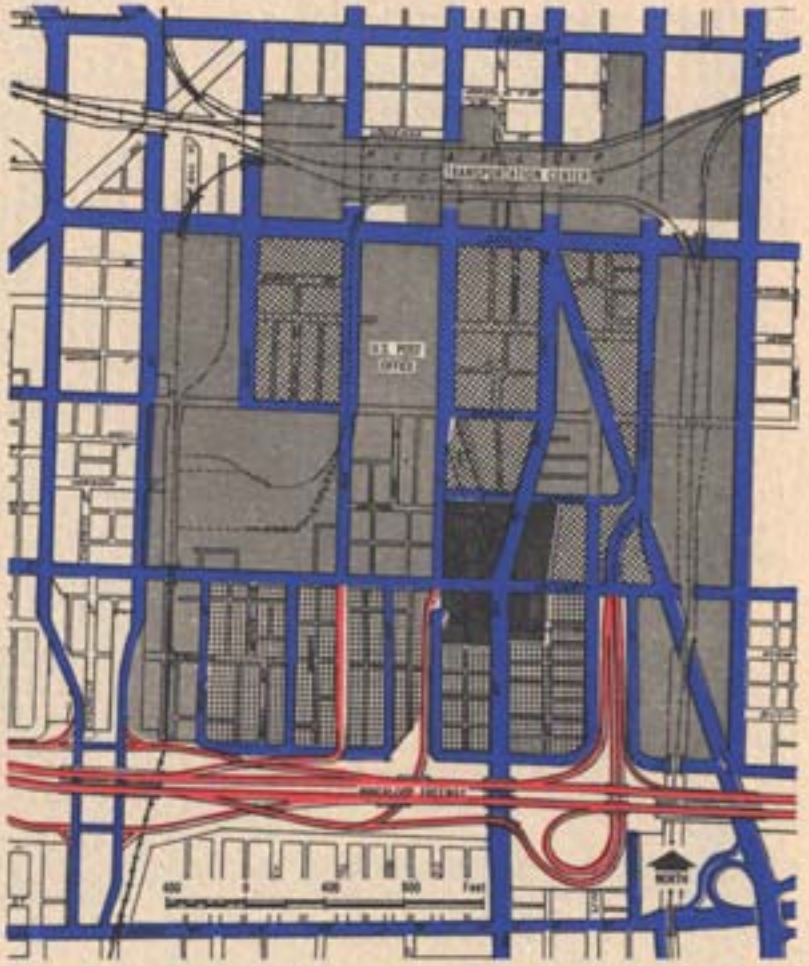
PERSPECTIVE - INDUSTRIAL DEVELOPMENT & TRUCK STORAGE



TERMINAL & STORAGE FACILITIES • EXISTING CONDITIONS

FREIGHT
R.R. FREIGHT
STREET SYSTEM
WHOLESALE & WAREHOUSES
INNERLOOP R.O.W.
HEAVY INDUSTRY

FIG. 9



TERMINAL & STORAGE FACILITIES • PROPOSED PLAN

TRUCK TERMINAL
ARTERIAL SYSTEM
PUBLIC/SEMI-PUBLIC
STORAGE & WAREHOUSE
FREEWAY
COMMERCIAL
R.R. TERMINAL

FIG. 10

RESIDENTIAL USE

Residential use in the Regional Center is proposed to occur as (1) subarea groupings near land uses that require special housing facilities (2) components of multi-use structures and individual high density housing structures for core users and employees who prefer urban living, and (3) as continuations of existing housing areas.

Residential subareas are shown in the plan (Map VII) in the following locations:

- East of Medical Center
- South of University Quarter
- West of White River at 10th, Michigan and Oliver
- Northeast, East and Southeast of the Central area and adjacent to the Inner Loop Freeway

Each of these subareas is compact and generally located away from the mainstream of activity. Local commercial services and community facilities either exist or are proposed to serve these residential groupings.

Some of these residential areas are expected to serve students or workers employed in adjacent areas, such as the Medical Center and University Quarter, Lilly Company, and industries on the west side of the river. Others of these areas are anticipated to house persons desiring residence close to the primary core area.

Residential use also should occur in individually sited high-rise apartment buildings, as in the Riley Center, with services incorporated into the design of the residential complex.

LOCATION MAP: MULTIPLE USE STRUCTURES

The plan indicates a further potential utilizing the several floors of some buildings in the core and core support area for a combination of residential and commercial uses. For example:

Below street level—parking and mechanical services

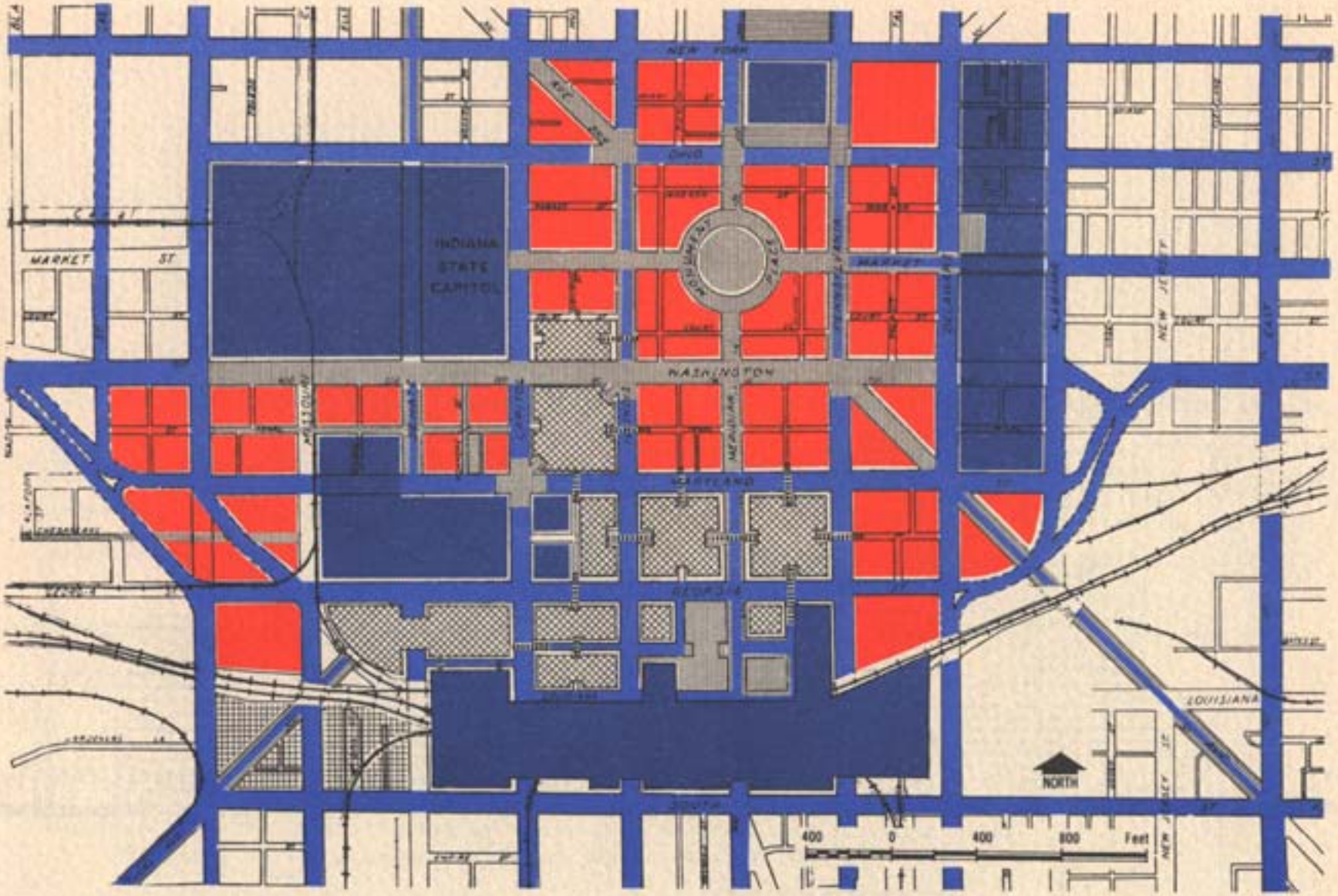
Street level—retail uses and services

Street to 6th level—parking, recreation on parking deck

6th to 12th level—offices

13th to 20th level—apartments, hotel and other compatible uses

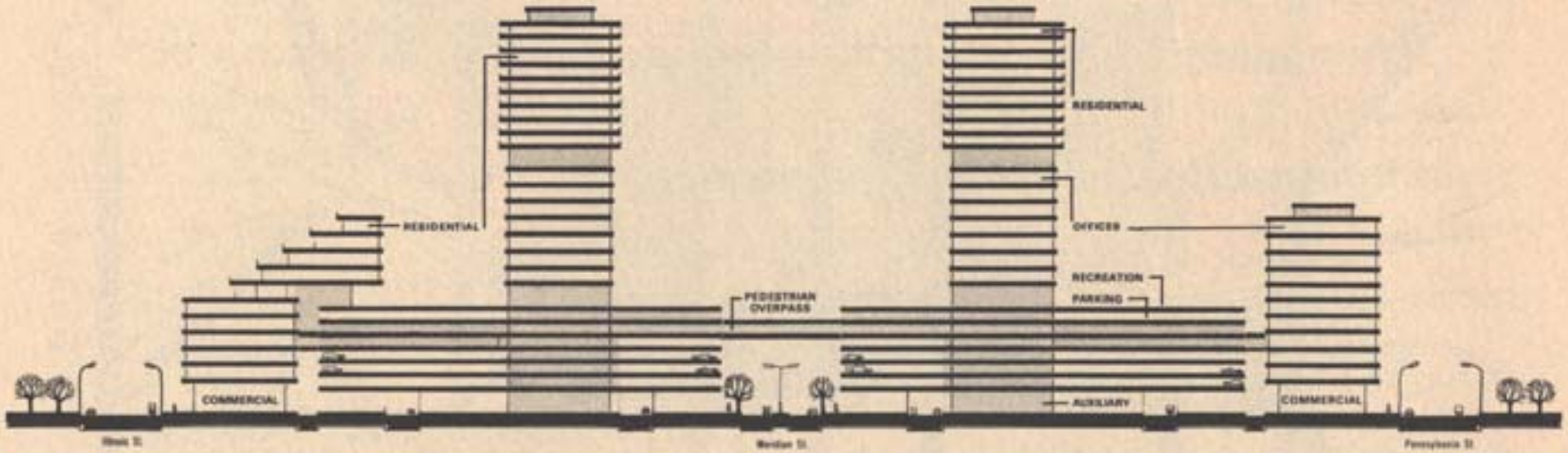
This type of multiple-use promotes the concept of the 24-hour population in the core area by placing a substantial number of residents in the locale together with the needed services and facilities. It also combines the mutually supporting facilities in an intense development that is economically feasible to the entrepreneur.



MARYLAND · GEORGIA CORRIDOR · LAND USE AND ACTIVITY RELATIONSHIPS

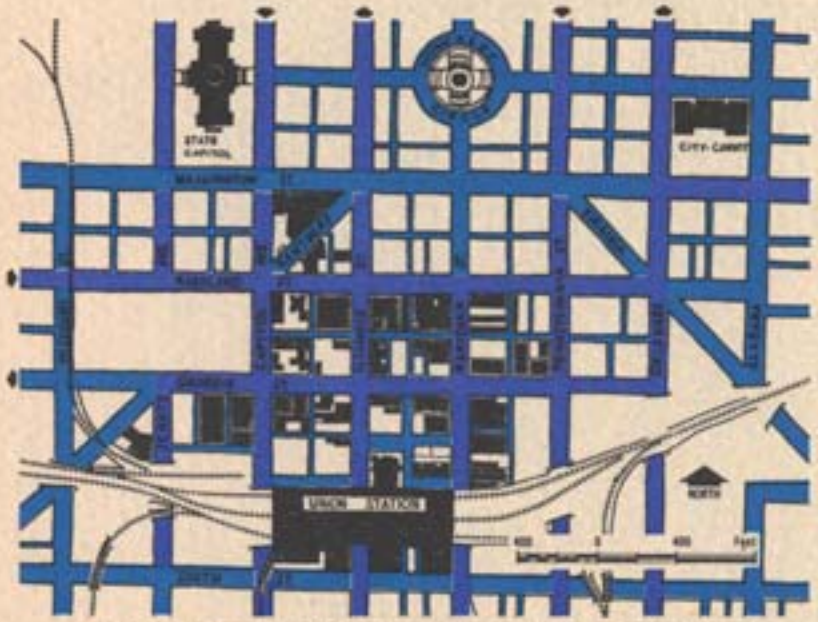
- ARTERIALS
- PEDESTRIAN & TRANSIT
- PUBLIC & SEMI-PUBLIC
- INDUSTRIAL
- COMMERCIAL
- MULTPLE USE

FIG. 12



MARYLAND - GEORGIA CORRIDOR • SECTION: MULTIPLE USE STRUCTURE

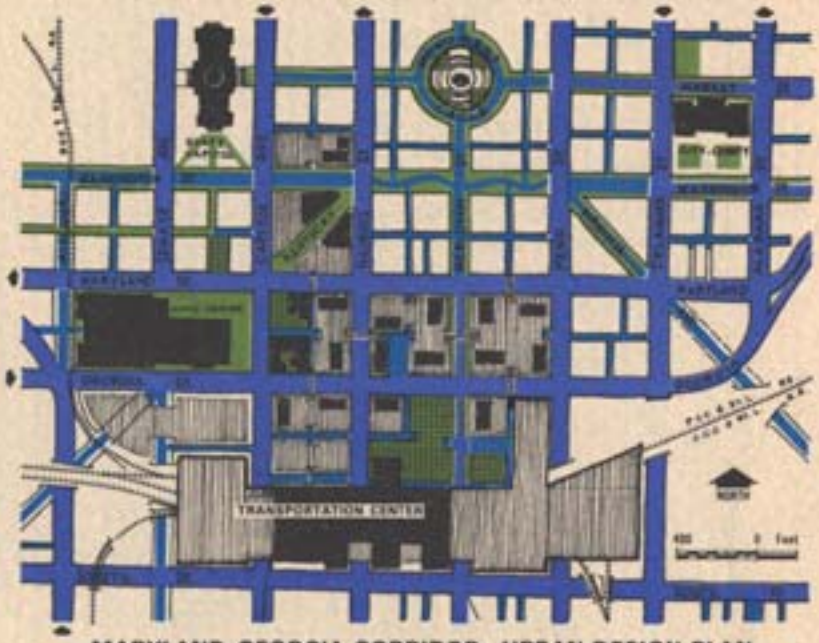
FIG. 14



MARYLAND - GEORGIA CORRIDOR • EXISTING CONDITIONS

PRIMARY THOROUGHFARE
SECONDARY/COLLECTOR
SERVICE ALLEYS
BUILDINGS

FIG. 11



MARYLAND-GEORGIA CORRIDOR • URBAN DESIGN PLAN

ARTERIALS
COLLECTORS/SERVICE
PEDESTRIAN WALKWAYS
BUILDINGS
MULTIPLE USE CORRIDOR
OPEN SPACE

FIG. 13

RILEY CENTER

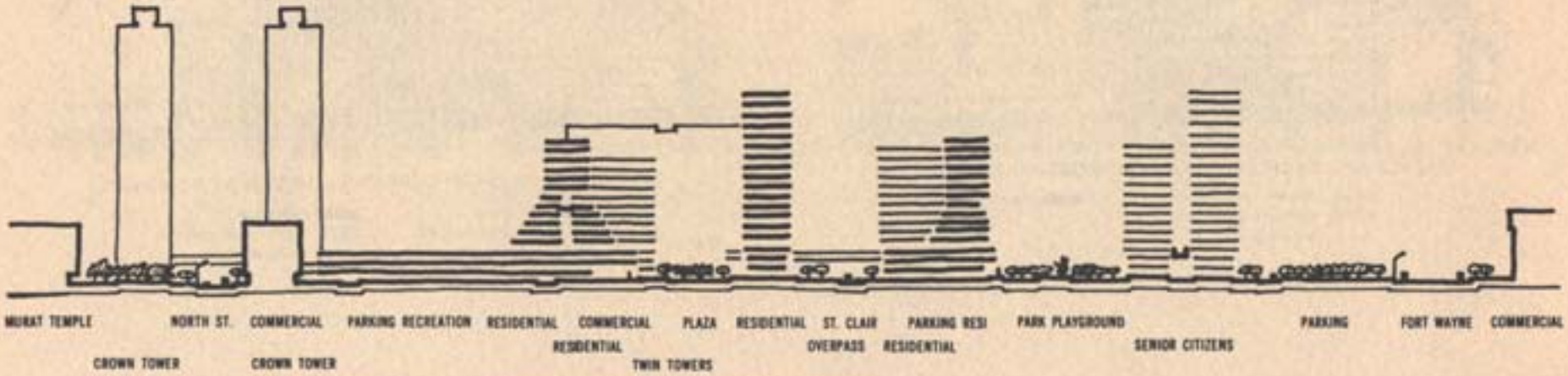
The Metropolitan Planning Department has completed a design potential study for the Redevelopment Commission's Riley Center project.

In addition to the existing high-rise Riley Towers, a new Red Cross headquarters and other significant public and semi-public uses, the design study proposes:

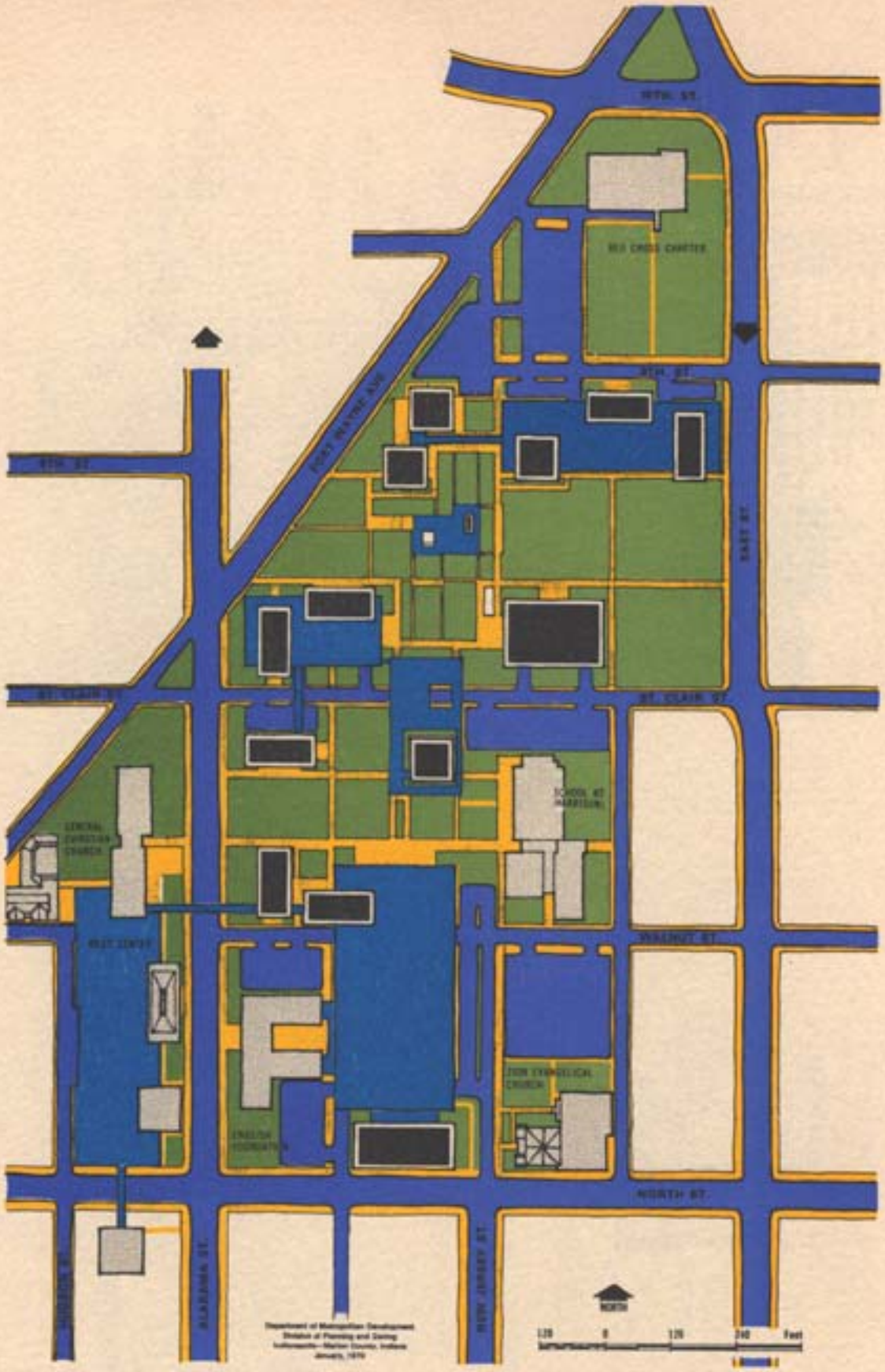
- Private Apartment Complexes: 800-1000 units
- Public Housing (Senior Citizens): 250 units
- A public park and playground: 4-6 acres
- Senior Citizen Community Center: 40,000 sq. ft.
- Car Parking Garage: 800 spaces
- Commercial/Office: 100,000 sq. ft.

Riley Center has the potential to become a dynamic subarea to the Regional Center Core. The proposed development scheme attempts to create an attractive and pleasing environment for urban living.

LOCATION MAP: PROJECT H & H-I

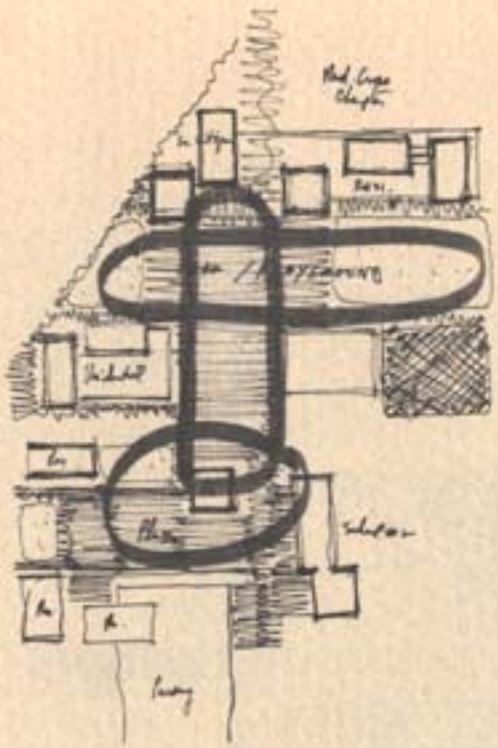


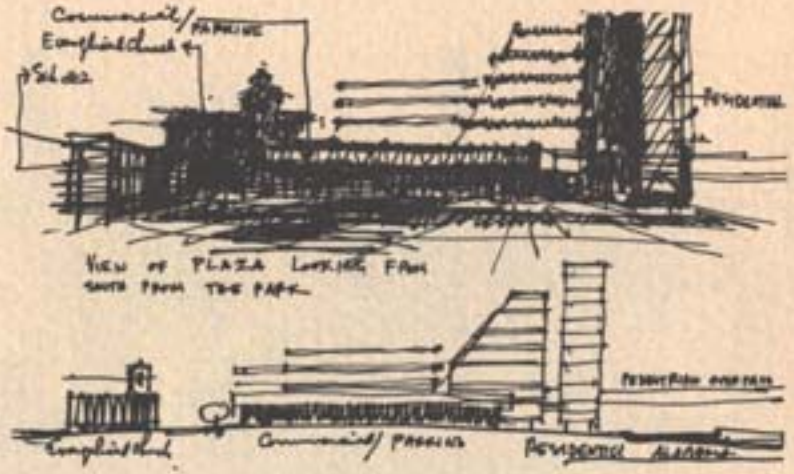
PROJECT H & HI : TYPICAL NORTH-SOUTH SECTION

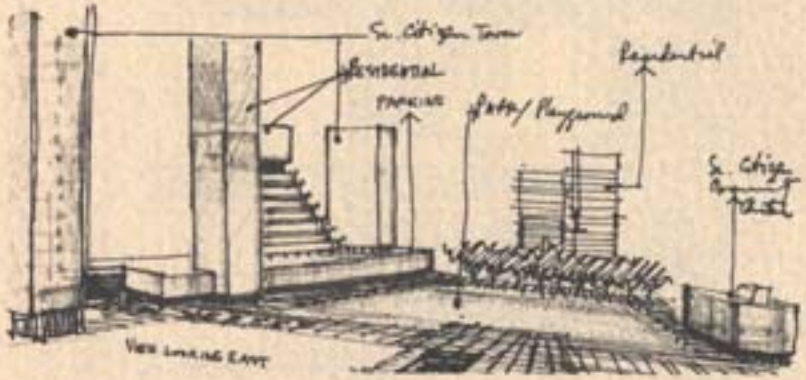


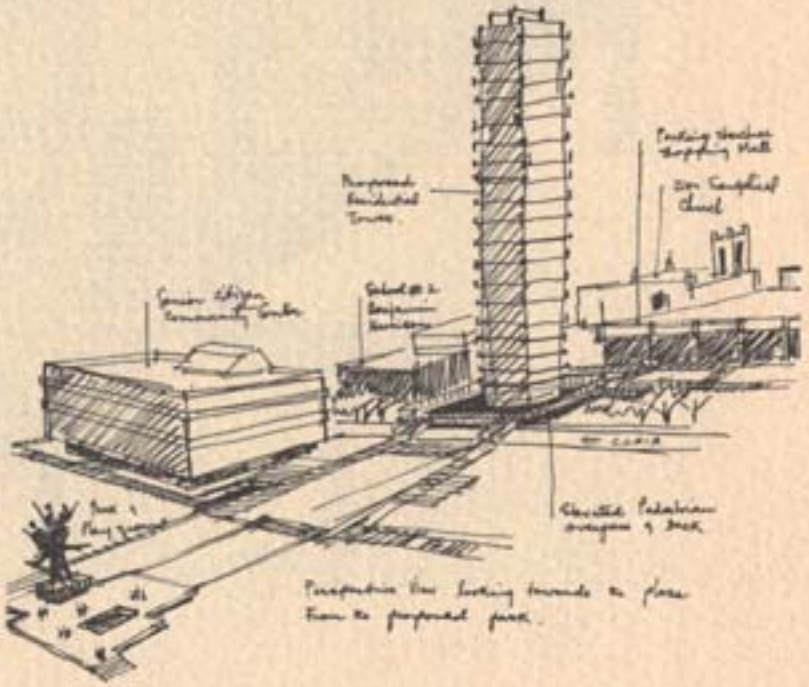
PROJECT H & H-I : URBAN DESIGN PLAN

- EXISTING BUILDINGS
- PROPOSED BUILDINGS
- PEDESTRIAN OVERPASS
- PARKING (STRUCTURE)
- PARK & OPEN SPACE
- PEDESTRIAN WALKWAYS
- ARTERIAL SYSTEM



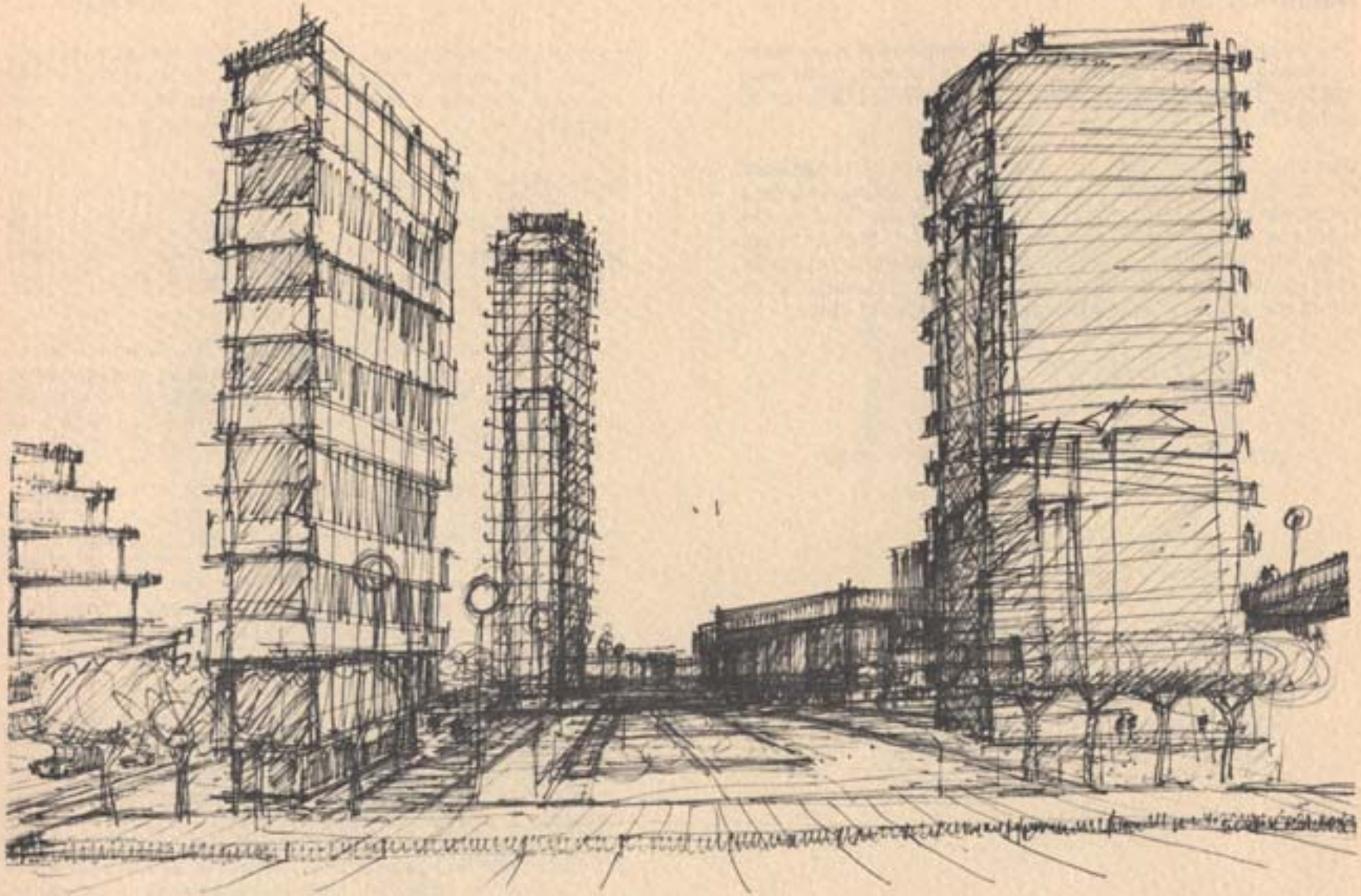






PROJECT H & H-I

PROPOSED DEVELOPMENT CONCEPT



INDUSTRIAL USE

The majority of industrial uses in the Regional Center were located in the early period of industrial development (late 1800's). Their activities today are incidental to the function of the Center.

Continued industrial occupancy in the Center is recognized, due to the investment in land and buildings; however, new industrial uses are anticipated to locate farther out in the industrial districts away from the downtown. The principal reason for this anticipated movement is easy and economical land acquisition and assemblage, ready accessibility to interstate highways and availability of suburban labor.

MOVEMENT SYSTEMS

Transportation planning for the Regional Center is given prominent attention in this report, because it represents a major factor in the success of the further development and revitalization of the Center.

People and goods move into and within the Regional Center by several modes: automobiles and trucks, public transit and pedestrians. Automobiles utilize the streets and adjacent parking areas; trucks the streets and alleys; public transit the streets; and pedestrians the streets, alleys and sidewalks.

One of the clearly identifiable problems in the Regional Center is that of interference in the smooth flow of these transportation modes. Monument Circle, for example, involves pedestrian/car/bus conflicts (impedence of movement and congestion) both at intersections and along the curbs. This condition occurs generally throughout the urban area where these modes come into contact. It is multiplied in scope considerably in the 16-block core area, because of the intensity of activities.

Importantly, the visitor's trip to and from the Regional Center must be viewed as one event: (a) he arrives by automobile over a carefully planned system of freeways and arterial streets, (b) he stores his car in a parking garage and (c) he becomes a pedestrian. He encounters conflicts from differing points of view as an autoist and as a pedestrian, or as a transit rider and pedestrian. Therefore, all transportation modes must be designed to provide a balance of operation with minimal conflicts.

The Street System

The Indianapolis Regional Transportation and Development Study, completed in 1968, presents a carefully developed plan for the "Central Area Access and Circulation System." This system as visualized in 1985 is shown in the Proposed Land Use Plan Map VII and following illustrations.

Thoroughfares shown in the plan include streets designated as Freeways and Arterials in the Transportation Study. This system offers a number of opportunities for development and redevelopment of land uses in the Center. These are described in this section as they relate to the thoroughfare system, and also are noted under the land use headings (commercial, residential, etc.) in other sections of this report.

The foremost effect of this plan is the elimination of the problems of inaccessibility; the Center may be reached from all parts of the region by means of the freeway system, and of equal importance all parts of the Center may be reached by means of the arterial system.

This central area access and circulation system developed in the transportation and development study is described in the following text and graphics.

An appropriate first step in downtown transportation planning is a statement of sound principles of access and circulation that have been developed and tested in studies of other cities (see Fig. 15). Principles guiding thoroughfare recommendations for downtown Indianapolis are summarized below:

1. CENTRAL AREA ACCESS PATTERN. The pattern of major approach routes should lead traffic to the corners (rather than the center) of the core. This facilitates passing of the core by unrelated traffic and avoids concentrating

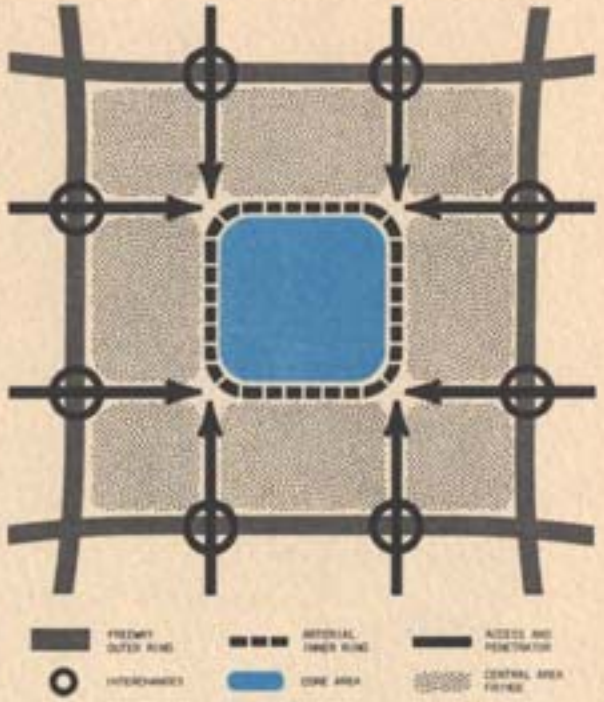


FIG. 15 CENTRAL AREA ACCESS AND CIRCULATION PLANNING PRINCIPLES. The diagram illustrates the principle of developing major routes so as to lead traffic to the corners, rather than the center of the central business district. The objective is to allow unrelated traffic to bypass the central business district and to avoid having the heart of the area penetrated by traffic destined to it.

traffic at the center where conflicts with pedestrians and transit are greatest. Obviously, application of the corner-access principle to the existing street system may necessitate changes in present access patterns. Such changes would include new connections to lead to the corners of the area and possible de-emphasis of routes focusing upon the center.

Application of this principle will produce one or more systems of ring routes around the central area whose function and location in relation to that area are discussed below.

2. FREEWAY RING ROUTE SYSTEM. This system is usually comprised of high-capacity expressways or freeways which flank the central area on all sides and bypass rather than penetrate the area. These routes perform two vital functions: they serve as major access routes for traffic destined to the central area, and they serve as a bypass for non-central area traffic and for the distribution of traffic.

The location of ramps on this freeway ring has a great influence on the central area circulation system. Ramps should be connected with streets leading to the corners of the core retail and office area. These streets then should be connected to the corners of an arterial inner ring system which encircles the core area.

3. ARTERIAL OR INNER RING SYSTEM. The arterial inner ring is comprised of high-capacity surface streets which flank the core area on all sides. Their primary function is to distribute traffic to various destinations within the central area and particularly within the core. The inner ring carries vehicles around, rather than through, the core in order to reach a destination, such as a parking garage, on the far side of the area. These routes also serve the interchange of trips between areas located immediately adjacent to the core. In cases where the distance between the arterial inner ring and freeway ring is appreciable (1/4 mile to 1/2 mile), a second, intermediate arterial ring system may be desirable.

MAP VIII RECOMMENDED FREEWAY RING ROUTE SYSTEM. An enlarged freeway ring system created by the addition of the Harding Street and North Leg Extension Freeways encompasses both the downtown and University Quarter areas. It provides for a more balanced loading of freeway approaches to the central area, reduces the need for a major traffic facility in the West—California Street corridor, and generally improves access to, and circulation around, the central area.

4. ACCESS AND PENETRATOR ROUTES. These facilities include major surface streets which connect the arterial and freeway ring systems, as well as other major streets not connected to freeways, but serving as access routes to the central area. Most of these routes should connect with, or become a part of, the arterial ring(s). Some may actually penetrate the edges of the core to provide access to major parking concentrations.

5. LOCAL SERVICE STREETS. These facilities comprise the remainder of the central area street system and should serve only to provide access to buildings, access for bus circulation, and access for emergency vehicles. They should form a flexible pattern, discourage through movement, and encourage the use of distributor ring routes.

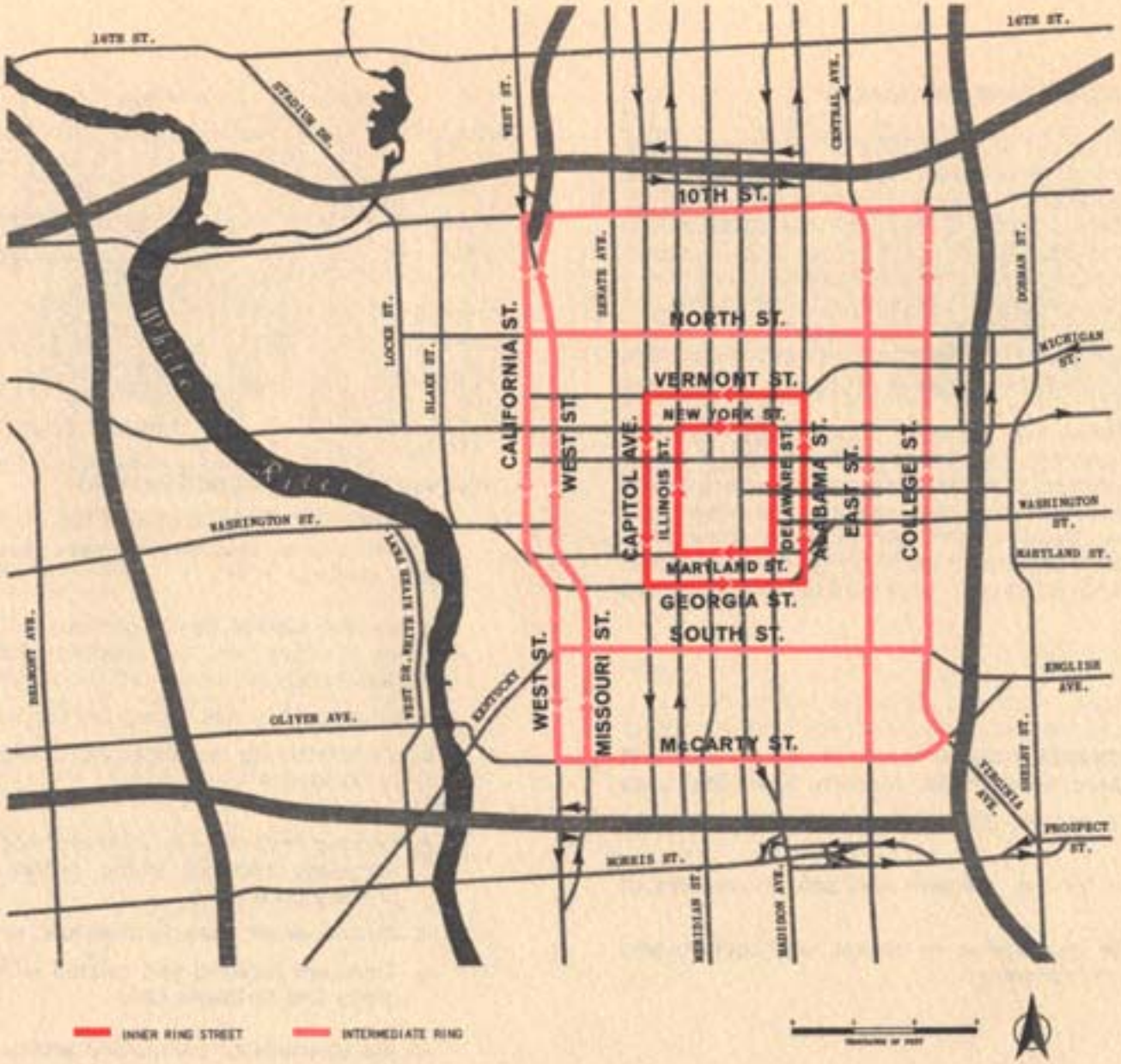
The development of an effective freeway ring system for Central Indianapolis requires the construction of the Harding Street Freeway as a West Leg for this ring. Furthermore, the extension westward of the North Leg of the Inner Loop to connect with the Harding Street Freeway is necessary to complete the ring. In effect, the West Leg of this enlarged freeway ring system would be formed by the Harding Street Freeway, the South Leg by I-70, the East Leg by the combined routes of I-70 and I-65, and the North Leg by I-65, plus the extension westward to Harding (see Map VIII). The planned location of these freeways conforms quite well to the corner access principle and, generally, is appropriate. There are some special cases, however, affecting the concept of the freeway ring system which should be mentioned. From the north, I-65 will interchange with the freeway ring about midway between the northeast and northwest corners of the central area. This addition to the basic corner approach pattern of another freeway is appropriate because of the needed capacity which it provides to supplement arterials in the North Meridian corridor. The relief provided by this freeway could give needed flexibility to do good arterial planning for both the central area and the Meridian corridor. Furthermore, it provides a direct connection to the high-capacity, California-West distributor route, which is needed to serve both downtown and the University Quarter.

Recommended Arterial Ring Route System

The recommended arterial inner-ring system would include an interior, clockwise route comprised of westbound Maryland, northbound Illinois, eastbound New York, and southbound Delaware, with an outer, counterclockwise loop comprised of eastbound Georgia, northbound Alabama, westbound Vermont, and southbound Capitol. (See Map IX)

The size of the area enclosed by the freeway loop around Central Indianapolis suggests the desirability for an intermediate arterial ring system lying between the freeway and the arterial inner ring. Basically, this intermediate system would be comprised of the College-East one-way pair, a new, continuous route along the alignment of 10th Street (separate from any freeway collector-distributor function), the West-California Street one-way pair, and McCarty Street. These routes would serve the outer portions of the central area, and would be supplemented by close-in legs along South and North Streets (See Map IX).

Since land use activities adjacent to Inner Loop Freeway interchanges will be critical to the optimum function of these interchanges, it is imperative that guidelines be provided for such development. Two studies have been prepared to suggest the development concept.



MAP IX RECOMMENDED ARTERIAL RING ROUTE SYSTEMS. In applying the corner access and ring route principles to circulation within the central area, at least two arterial ring systems should be developed: an innder ring of arterials around the concentrated office and retail care and an intermediate ring to serve the large area surrounding the core. The choice of these ring routes are strongly related to land use groupings and traffic considerations.

THE MARKET STREET INTERCHANGE

East Market Street will serve as one of the principal entrances to the downtown from the East leg of the Inner Loop I-70. It has an on-ramp for the Southbound traffic and an off-ramp for Northbound traffic. East Ohio Street has an off-ramp for the Southbound traffic and an on-ramp for northbound traffic. These two arterials combined will carry approximately 40-50,000 vehicles per day. This makes the corridor bounded on the north by Ohio and on the south by Washington Street extremely vital for potential development which may best relate to these traffic arteries.

Existing Conditions: The corridor under study, between Alabama Street and the Freeway is used predominantly for manufacturing, warehousing, storage and allied uses, with a mix of commercial, residential, parking and other non-compatible uses. Building and environmental conditions generally are poor. Problems of traffic congestion, functional obsolescence and economic depreciation of properties are also visible.

Objectives:

1. To arrest physical and environmental deterioration and replace where needed with modern, functional uses
2. To check economic depreciation and eliminate obsolescence
3. To provide for the efficient and safe movement of vehicles
4. To promote excellence in design, architecture and quality of environment

LOCATION MAP: MARKET STREET INTERCHANGE

Planning and Design Considerations:

- East Market Street is one of the main entryways into the core area, thus development should be attractive and inviting.
- Since the Market Street corridor will carry large volumes of commuters and shoppers, future uses should be essentially auto-oriented. Suggested uses include:
  a. Commercial uses along Market and Ohio Streets
  b. Manufacturing, warehousing, storage generally east of College Ave.
  c. Parking facilities—to intercept the commuter and long-term shopper traffic before it reaches the primary core area
  d. Auto-oriented uses such as fuel, repair, service etc.
  e. Transient housing and related services, secondary office and business uses

In the interests of compatible architecture and urban design the total corridor should be considered as a unit as opposed to piecemeal development.

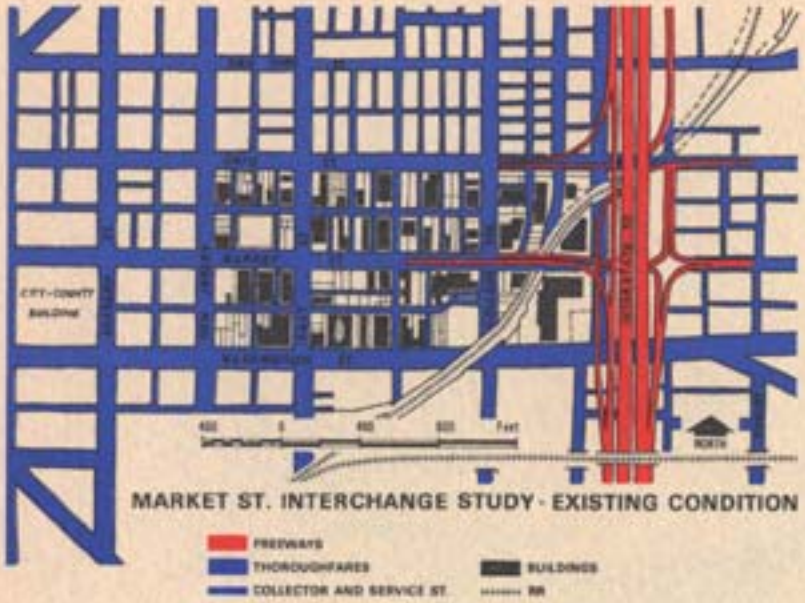
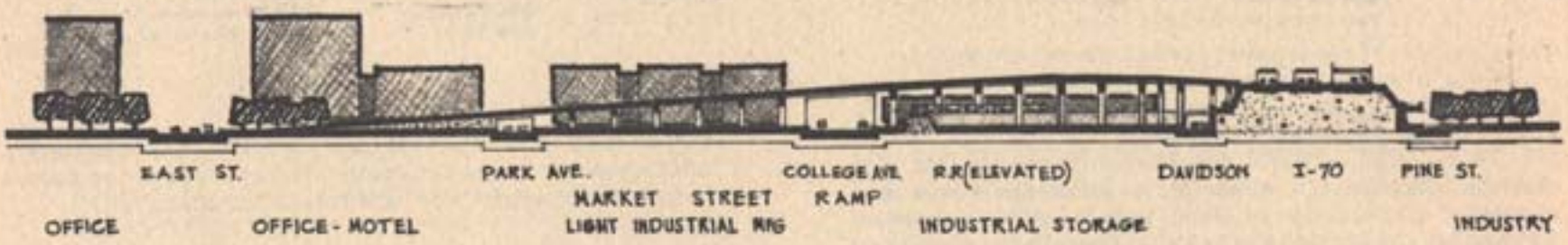


Fig. 16 shows the present arrangement of buildings, streets and the elevated railway in the Market Street corridor. It is seen that blocks are fragmented by numerous alleys, and excessive intersections of alleys with the streets promote congestion and impedence to traffic flow. These conditions together with age, obsolescence and deterioration contribute to inefficiency in land use. The 1985 land use plan for this area, recommends the grouping of compatible land uses and emphasizes an efficient movement system to serve the area and best relate it to the total arterial system and the Innerloop Freeway.

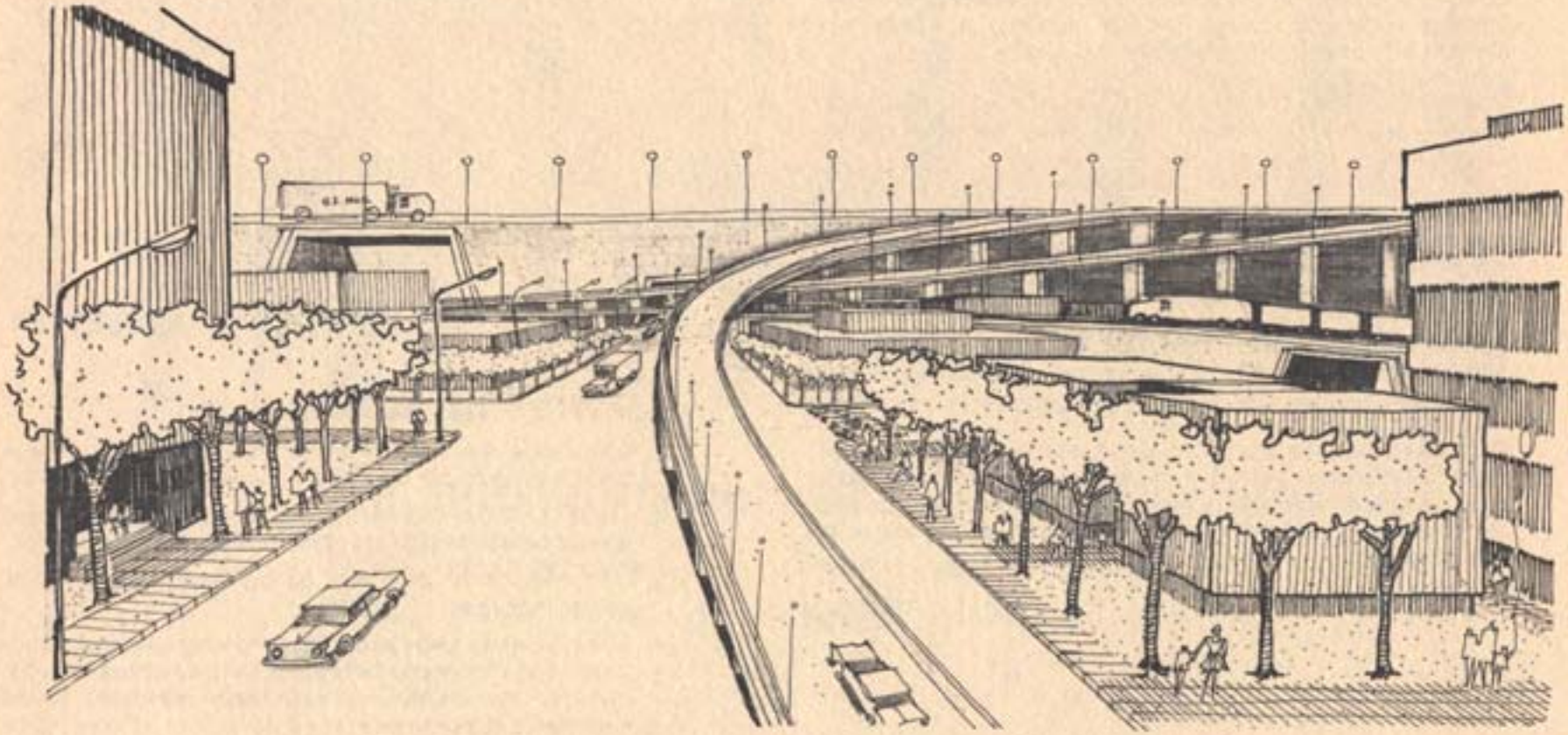
Fig. 17 illustrates improved building relationships by means of siting within unified groupings, a functional service access system, and support from environmental amenities.



EAST - WEST SECTION: MARKET ST. INTERCHANGE DEVELOPMENT CONCEPT

Fig. 18. A typical East-West Section through Market Street Ramp suggests possible uses, development, concept and scale and creation of total environment.

Perspective of the Market Street Interchange (looking east from East Street) as it relates to the Freeway, the elevated railway and potential developments.



PERSPECTIVE: MARKET STREET INTERCHANGE

BRIDGE STRUCTURE—NORTH LEG, INNER LOOP FREEWAY

The north leg of the Inner Loop Freeway is planned to be elevated on structure in the area from College Avenue to Lafayette Street. This design affords both opportunity and challenge for development adjacent to the freeway. Careful design, concern for aesthetics, and cooperative development (private and public) should result in a functional, attractive entrance into the Regional Center.

Existing Conditions: With the exception of a few buildings awaiting removal, this part of the freeway right-of-way has been cleared.

A variety and mix of land uses are located adjacent to the freeway right-of-way, with a predominance of commercial-industrial uses between Delaware and Senate. Pockets of residential uses also occur in the area.

The general area suffers from obsolescence of structures, age and depreciation of buildings and environmental deficiencies.

Objective: Creation of a coordinated, multi-purpose development (joint project planning among land owners and developers along the north leg in conjunction with the public agencies) and best utilizing the space above and beneath the Freeway.

LOCATION MAP: NORTH-LEG BRIDGE STRUCTURE

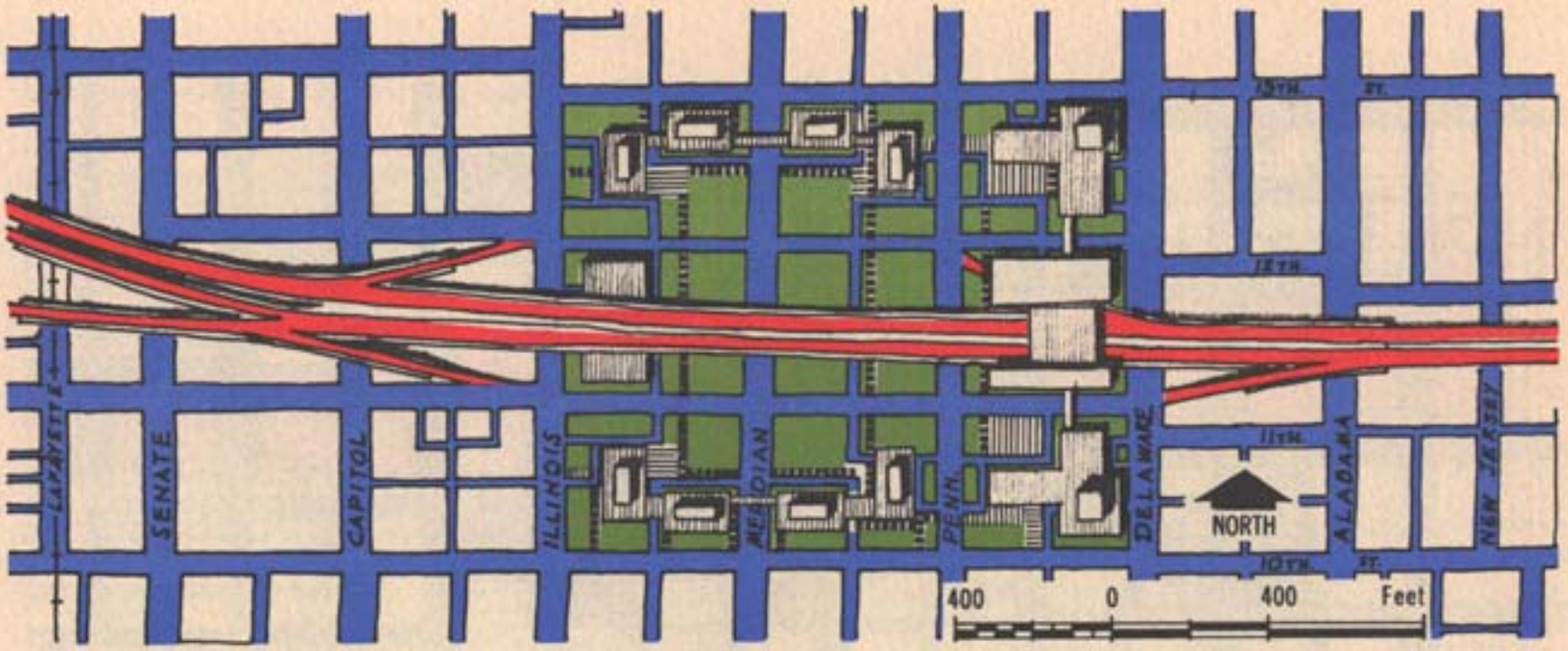
Planning And Design Considerations

1. Land uses requiring maximum accessibility to transportation corridors should be accommodated.
2. Continuity of environmental and aesthetic improvement should be achieved through coordinated design efforts.
3. Conservation of land may be achieved through joint use of facilities.
4. Joint Freeway Uses above the freeway: parking structures and services; beneath the freeway structure: parking, recreation facilities, retail services, transit terminal and storage.
5. Uses Adjacent to Freeway: hotels, offices, high-density residential, public facilities, automobile services and related uses.

NORTH-LEG BRIDGE STRUCTURE: EXISTING CONDITIONS

FREEWAY R.O.W.
THOROUGHFARES
SERVICE ST. / ALLEYS
BUILDINGS

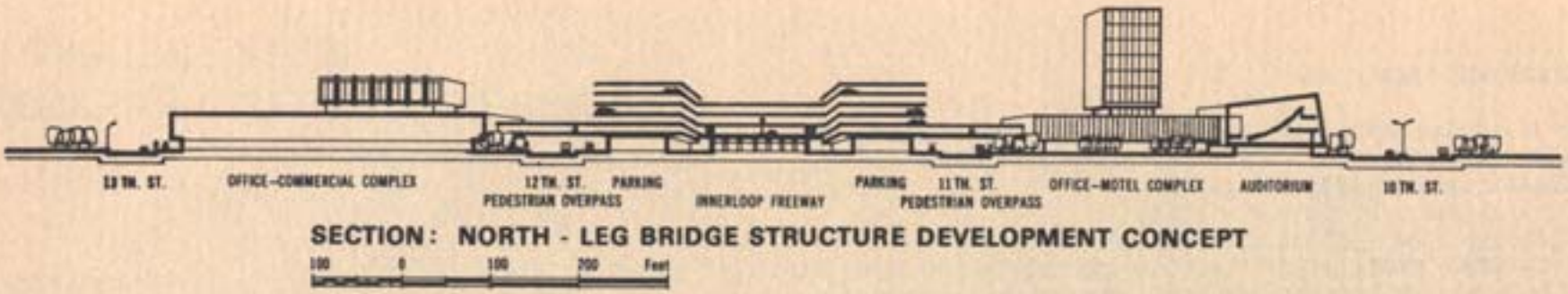
Fig. 19 exhibits existing conditions along the freeway between Delaware and Illinois Streets. It clearly shows the fragmentation of blocks by service streets, alleys and lack of organized development in the study area. The proposed Land Use Plan for the area recommends regrouping of compatible uses and an efficient movement system to serve the area.



NORTH-LEG BRIDGE STRUCTURE: URBAN DESIGN PLAN

FREEWAY
ARTERIALS
SERVICE
PEDESTRIAN WALKWAYS
OPEN SPACE
BUILDINGS

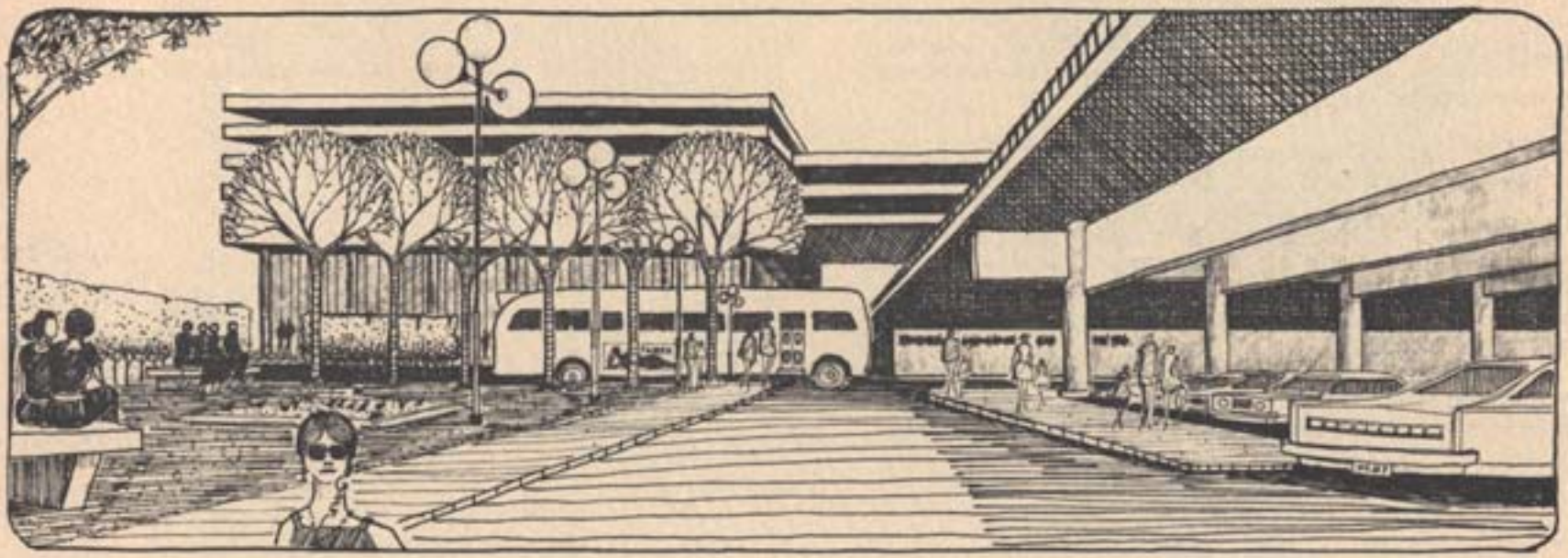
Fig. 20, Urban Design Plan for this segment of the Innerloop north leg shows the potential for joint usage of air rights above the freeway and continuity of use under the freeway structure. The intent is coordination, unity in development, economy, efficiency and aesthetics.



SECTION: NORTH - LEG BRIDGE STRUCTURE DEVELOPMENT CONCEPT

Fig 21, A North-South typical Section (looking east from Senate Ave.), suggests possible uses, development concept, scale and creation of a total environment.

A perspective view (looking east from Senate Ave.) of the elevated freeway and joint-use facilities (parking, transit, storage, playground, etc.).



PERSPECTIVE - NORTH LEG BRIDGE STRUCTURE DEVELOPMENT CONCEPT

PARKING FACILITIES

It is estimated that from 13,000 to 14,000 additional off-street parking spaces will be needed in the Central Business District between 1968 and 1985.

A survey of the locations and characteristics of existing and committed additional off-street parking facilities in the Center reveals those sections which are expected to experience the need for these spaces.

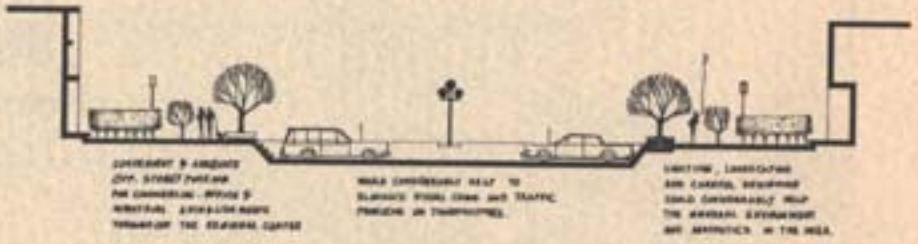
Important locational factors with regard to the siting of these needed facilities include:

1. Principal entryways to the core area from the Inner Loop Freeway and other arterial streets leading into the Center
2. Function of the Arterial Ring Route Systems (Vermont, Georgia, Alabama and Capitol are one-way counter-clockwise; New York, Delaware, Maryland and Illinois are one-way clockwise)

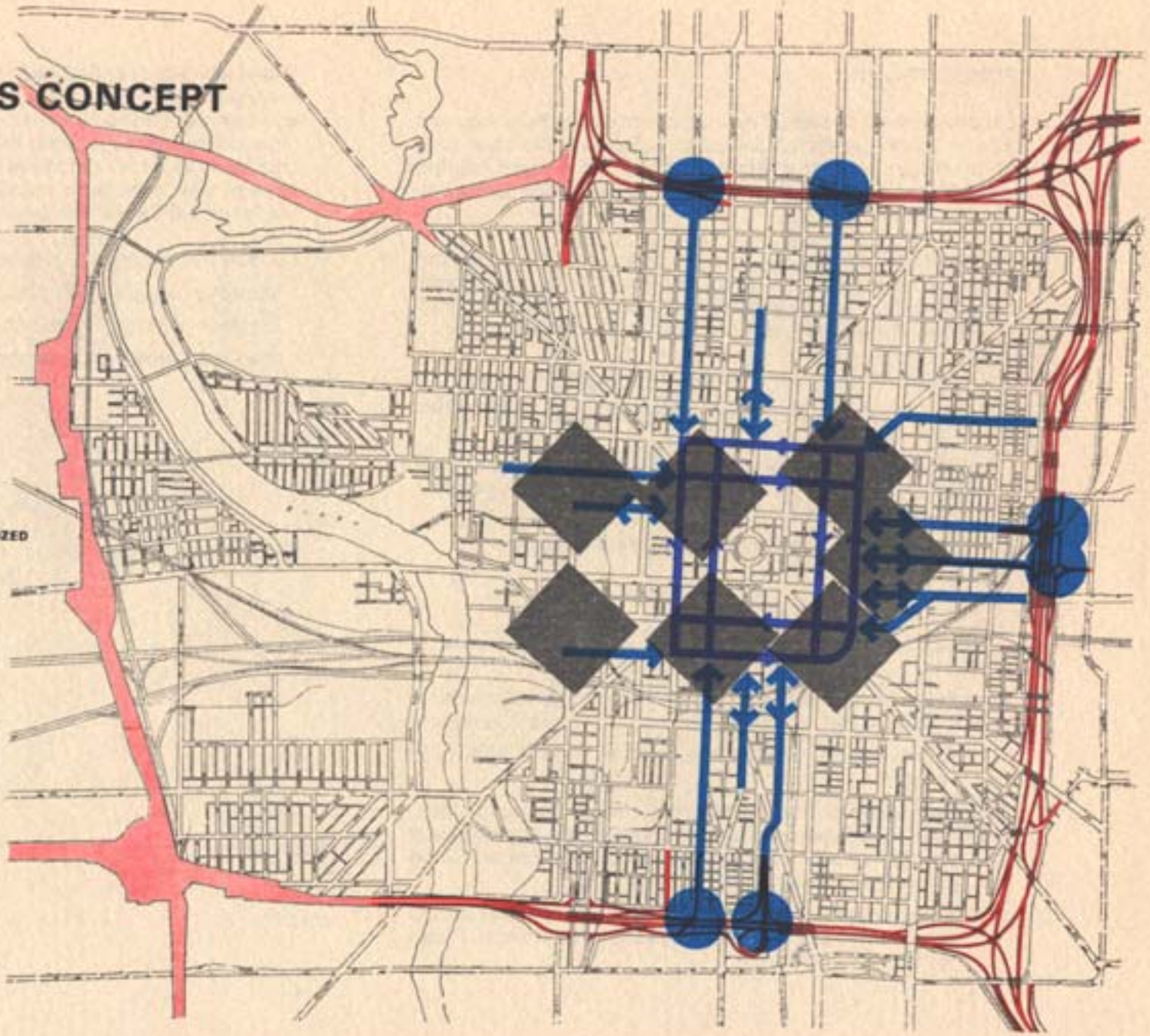
These factors are illustrated in Map X together with the parking "need" areas.

The centers of the shaded "parking need" areas shown in the map represent the most desirable locations for new off-street parking facilities to best intercept incoming traffic and provide for convenient storage of employee and long-term visitor parking.

The parking facilities in the core are considered to be best suited to short-term parking demands.



REGIONAL CENTER PARKING FACILITIES CONCEPT



MAP X

PUBLIC TRANSIT

Existing Transit System. The majority of public bus lines and trips in the metropolitan area are routed into the core area of the Regional Center. Map XI shows the present routing and volume of trips of the Indianapolis Transit Company lines in the core.

A total of 537 daily trips enter the Monument Circle during a regular workday. Other relatively heavy routes are Washington (452 at Meridian), Market (420 at Pennsylvania), Meridian (430 at Ohio) and Alabama (497 at Ohio).

Major problems with the present routing system:

- Congestion on Monument Circle and all approaches to the core
- Since not all bus lines move through one point (the Monument Circle), transfers between lines become complicated and time-consuming
- Conflicts occur between transportation modes

Proposed Transit System. Three important adjustments should resolve the major problems noted above. These are:

1. Re-routing of transit lines to the pattern shown in Map XII.
2. Separation of transportation modes by means of "bus-only" curb lanes during the hours of the business day on the streets circumferential to Monument Circle (Ohio, Pennsylvania and Illinois)
3. Construction of a transitway (for buses and pedestrians only) along Washington Street between Pennsylvania and Illinois

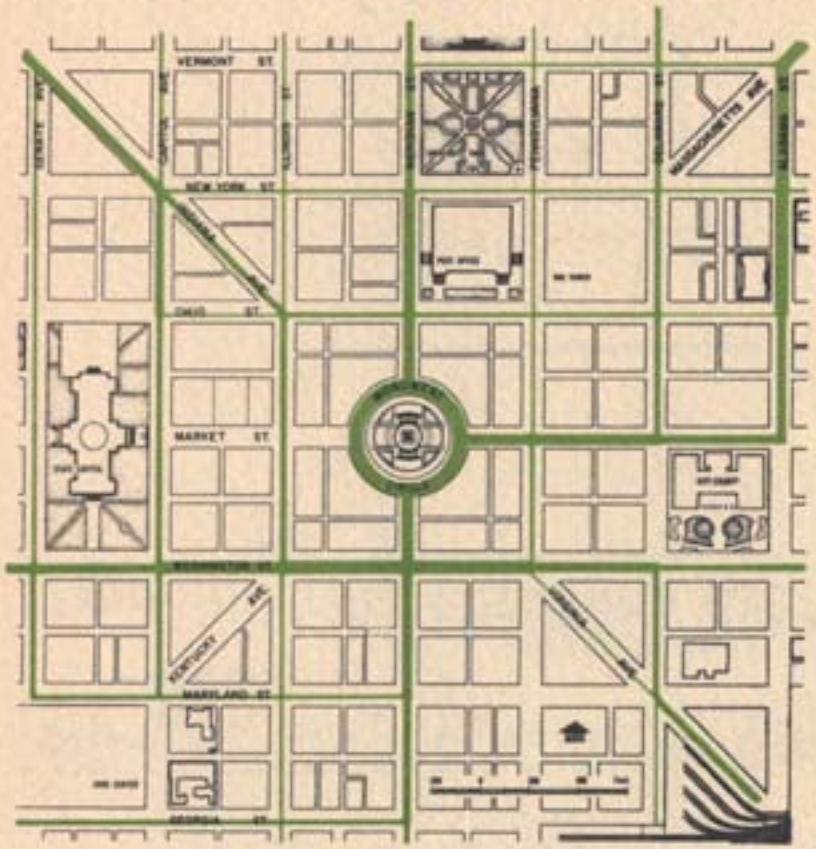
These actions, in conjunction with other actions (principally: reversal of Maryland-Georgia one-way pair together with appropriate connections to Washington; construction of pedestrianways separating the transportation modes; intercept parking for automobiles to reduce congestion on core streets) will contribute substantially to the betterment of the Regional Center's appearance and function.

For the transit system, this action will:

Improve passenger distribution

Improve transfer connections

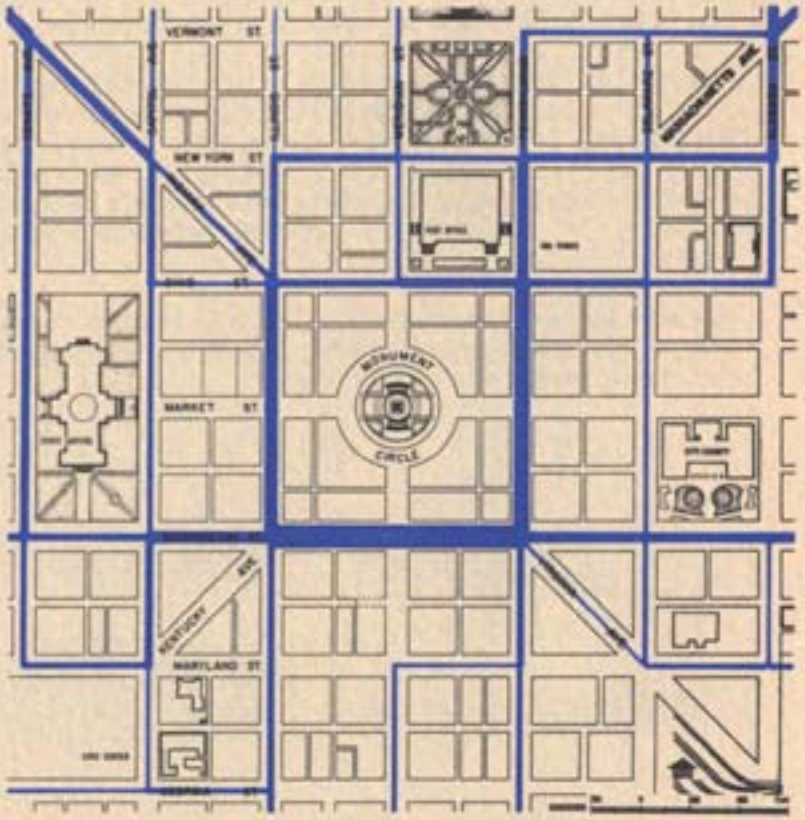
Reduce transit traffic congestion



REGIONAL CENTER CORE - EXISTING TRANSIT ROUTES

MAP XI

DAILY TRIP VOLUME 1969



REGIONAL CENTER CORE - PROPOSED TRANSIT ROUTES

MAP XII

DAILY TRIP VOLUME 1969

PROPOSAL: DEVELOPMENT OF THE WASHINGTON STREET TRANSITWAY

The preceding description of proposed transit adjustments recommends the construction of a transitway along Washington Street between Pennsylvania and Illinois Streets. Fig. 22 and 23 illustrate the concept of the transitway.

A schematic plan for the design of bus lanes, pedestrian cross-walks and waiting and boarding areas appears in Fig. 22. The bus lanes weave through the 120-foot right-of-way of Washington Street providing for waiting and boarding areas in the widest parts of the adjacent pedestrian corridors. The automobile is removed from this area (except for emergency vehicles).

The architecture and aesthetics play vital roles in the success of this development, making it pleasant and attractive and clearly identifying its function.

LOCATION MAP: WASHINGTON ST. TRANSITWAY

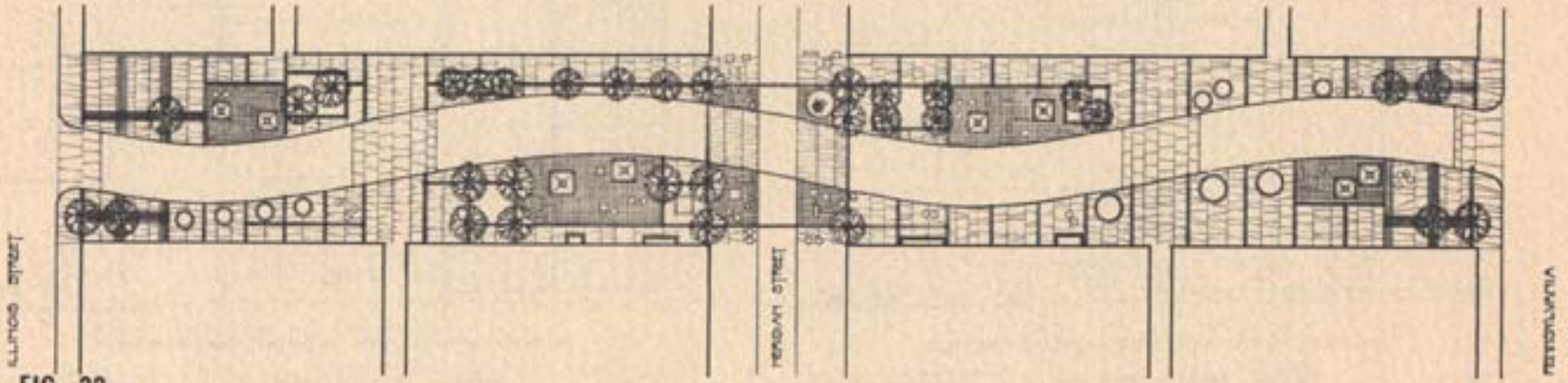
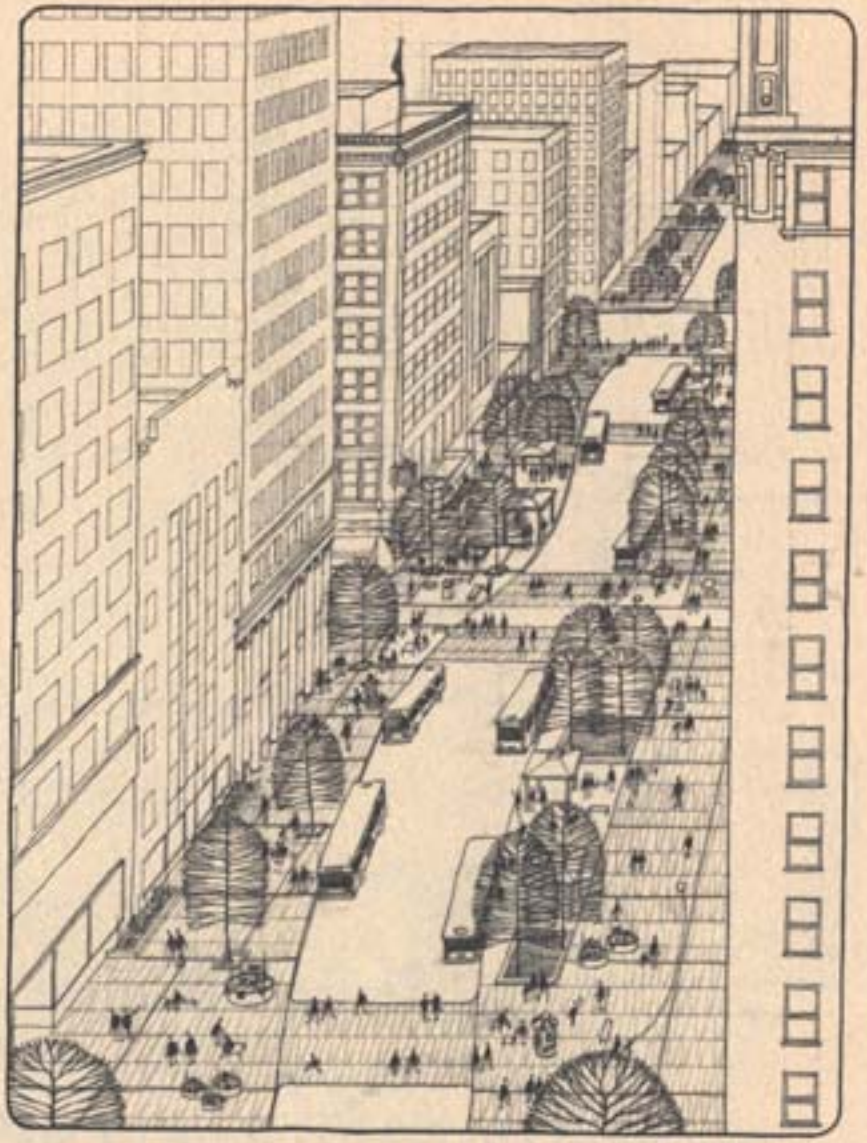


FIG. 22

WASHINGTON STREET TRANSITWAY - DEVELOPMENT PLAN



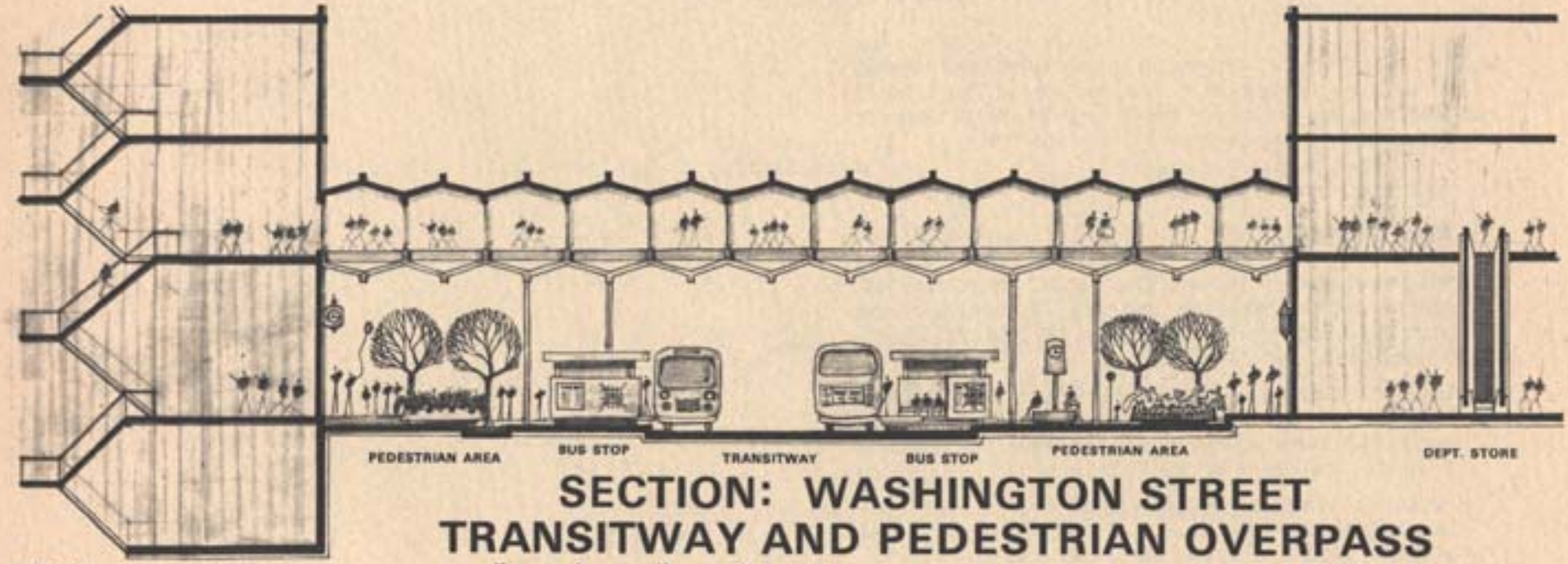
WASHINGTON STREET TRANSITWAY

A perspective view (looking west) of how the transitway would appear from the upper level of a building on Washington Street. The insistent press of vehicles through the area with the accompanying noise and confusion are gone. In their place, the orderly activity of the transit terminal, shoppers and other regular business activity.

A further aspect of innovative development in this area is shown in Fig. 23, depicting the upper level pedestrian walkway between buildings and above the transitway. Such a connection besides providing its main service (unimpeded access across the broad expanse of Washington) would give the user an excellent view of the transitway.

By means of the transitway, revised routing and provision of "bus only" lanes on the streets peripheral to Monument Circle, the transit system will be accorded a place in the movement systems of the Regional Center designed and tailored to meet its operational needs.

However, for the success of the transitway it is important that an ongoing program of activities be devised for the space reserved to this area in order that it can remain viable. This involves the introduction of such features as art shows, concerts and similar public events. The architecture and landscape treatment of the area also will contribute to the vitality of the place.



SECTION: WASHINGTON STREET TRANSITWAY AND PEDESTRIAN OVERPASS

FIG. 23

PEDESTRIAN TRAVEL PATTERNS

Pedestrian movement in the Core is similar to that in the majority of other downtown areas; pedestrians follow the street system along sidewalks, cross at intersections with the flow of vehicles or at midblock cross-walks, and utilize alleys to some degree. In effect, pedestrian movement and travel patterns are controlled in conjunction with vehicular traffic.

Conflicts occur (contact and right-of-way) between pedestrians and vehicles at the points of cross-flow resulting in congestion and confusion at peak times and endangering life and property at all times. It becomes important, therefore, to determine the most desirable flows of the transportation modes, and to design an acceptable separation system.

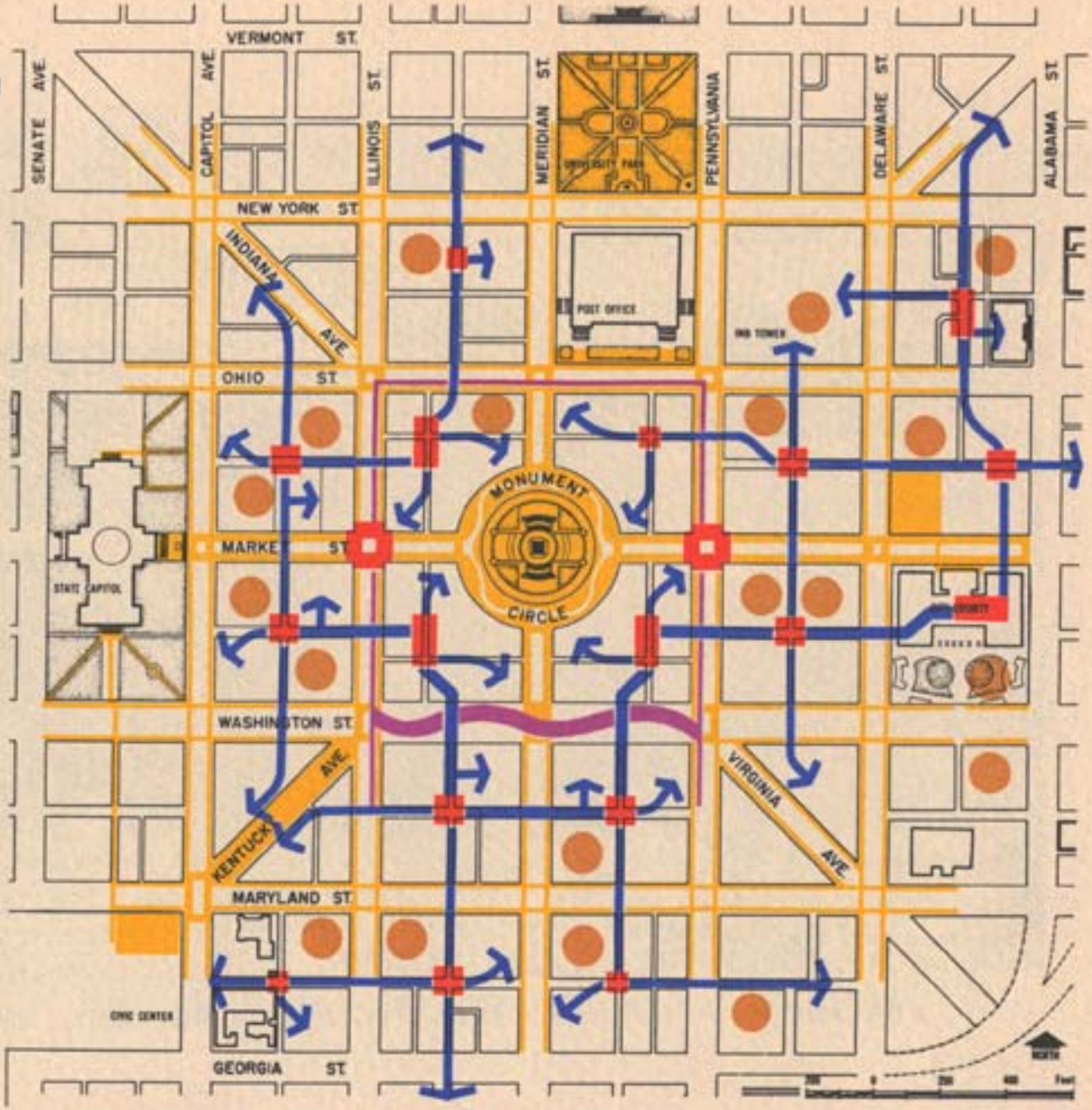
Map XIII illustrates a concept of pedestrian travel related to the land use generators in the core area. This type of information is necessary for the design of the system for separation of the various modes of transportation.

The following points are noted:

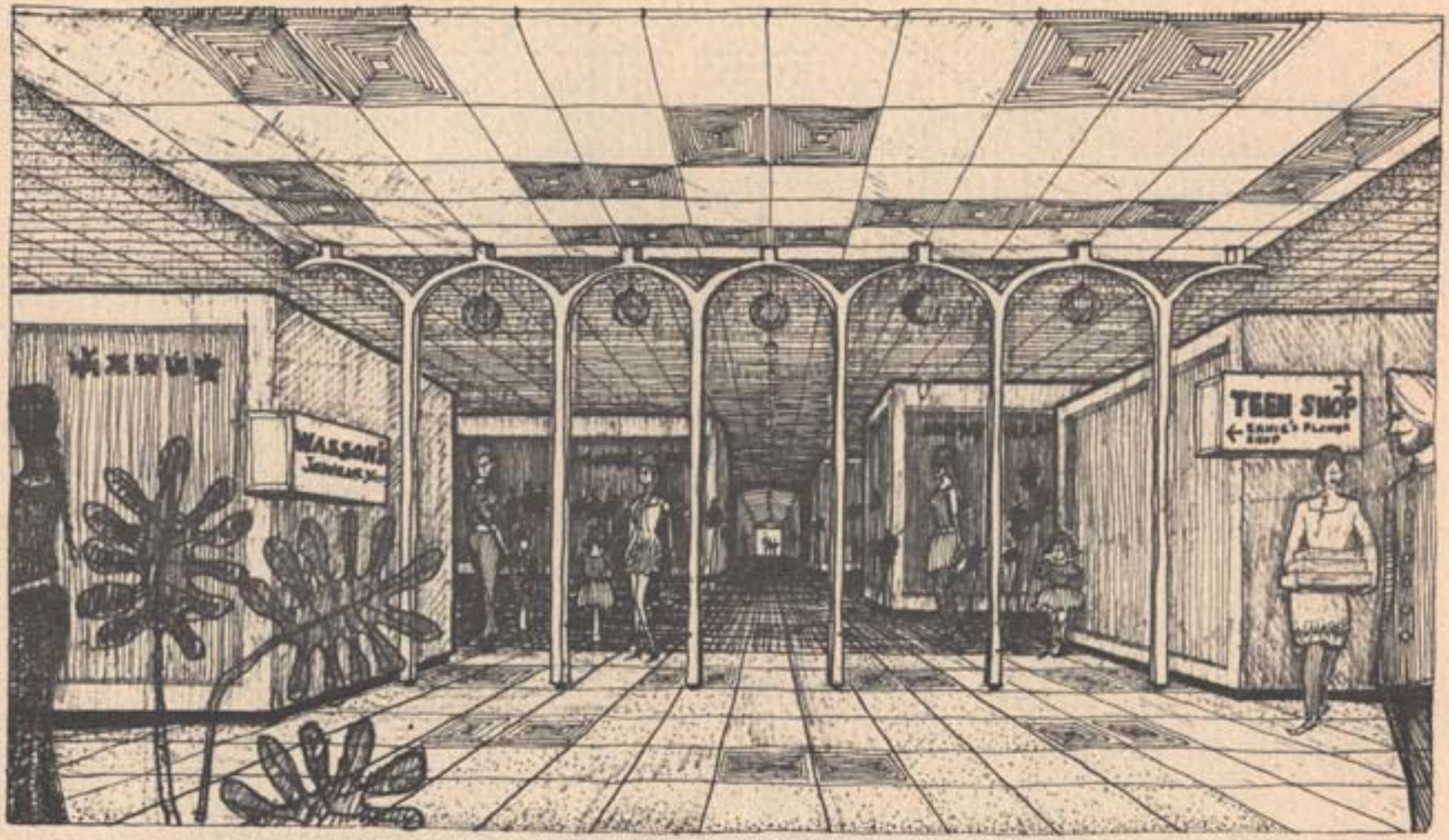
- These pedestrianways (corridors) are separated vertically from the surface travel-ways, thereby relieving the street level sidewalks and permitting continuous, safe movement away from vehicles. (Further protection from the elements of nature may be realized by enclosing the corridors.)
- These corridors are oriented directly to the modes of reaching downtown (automobiles to parking garages and public transit to bus stops) and the store, office or other destination of the pedestrian.
- Pedestrian interchanges and vertical circulation facilities (elevators, stairs, escalators) permit ease of access between ground level and the upper levels.
- This mode can be implemented independent of other movement modes.

REGIONAL CENTER CORE
PEDESTRIAN LINKAGE SYSTEM

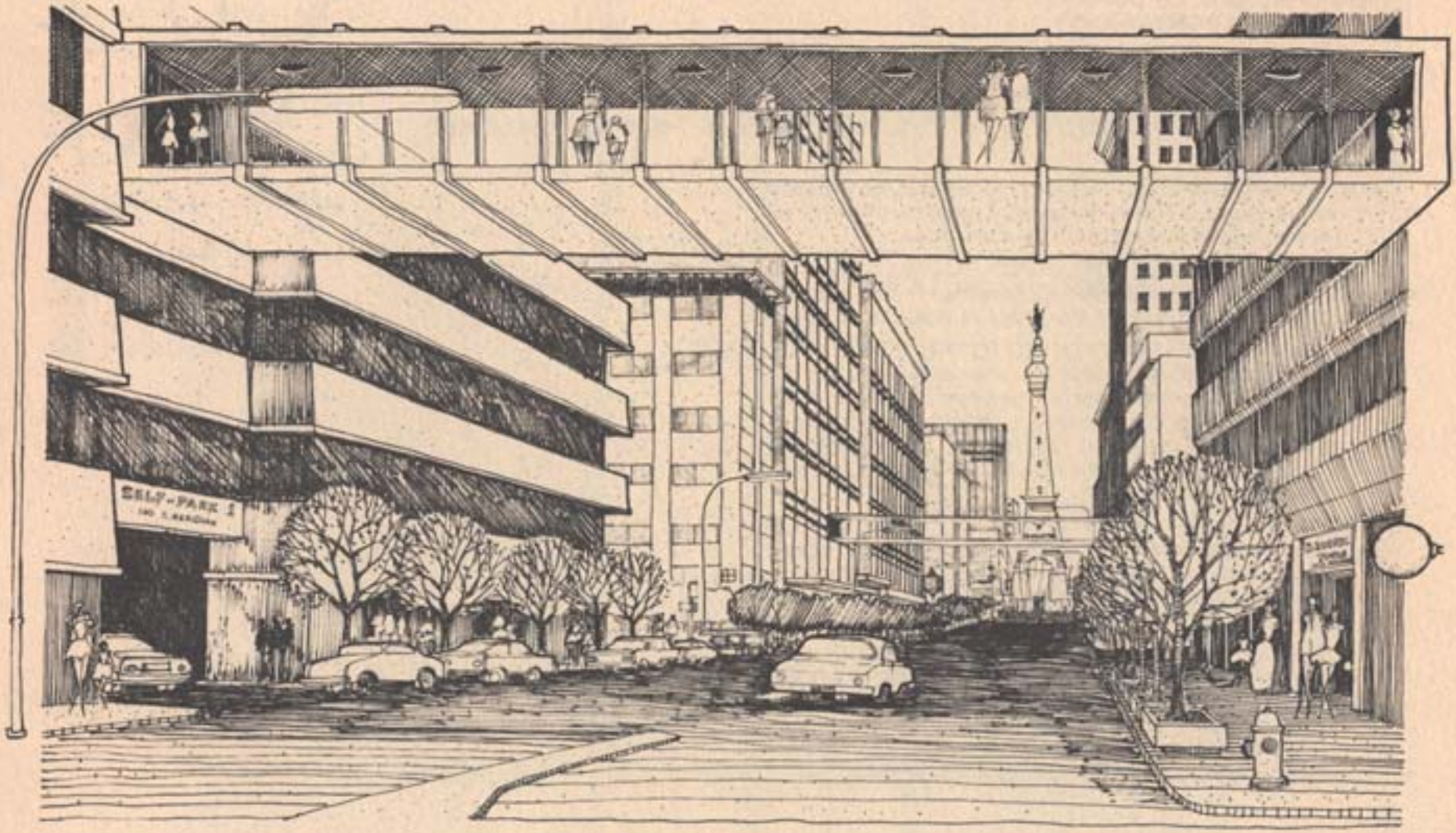
- PEDESTRIAN INTERCHANGE
- VERTICAL CIRCULATION
- PEDESTRIAN CORRIDORS
  - ABOVE GRADE
  - STREET LEVEL
- EXCLUSIVE TRANSIT LANE
- PARKING STRUCTURE



MAP XIII



CONVENIENT · ATTRACTIVE · SAFE · PEDESTRIAN MOVEMENT THROUGH BUILDINGS



PERSPECTIVE : PEDESTRIAN OVERPASS LOOKING TOWARD MONUMENT CIRCLE

REGIONAL CENTER CORE— TRANSPORTATION CONCEPT

The preceding parts of this section have identified the problems of inaccessibility and congestion, and have identified the possibilities in relieving or alleviating the conflicts among transportation modes.

Map XIV summarizes an evaluation of the service function of each street as it relates to present patterns of travel for the various modes in the core. The map shows:

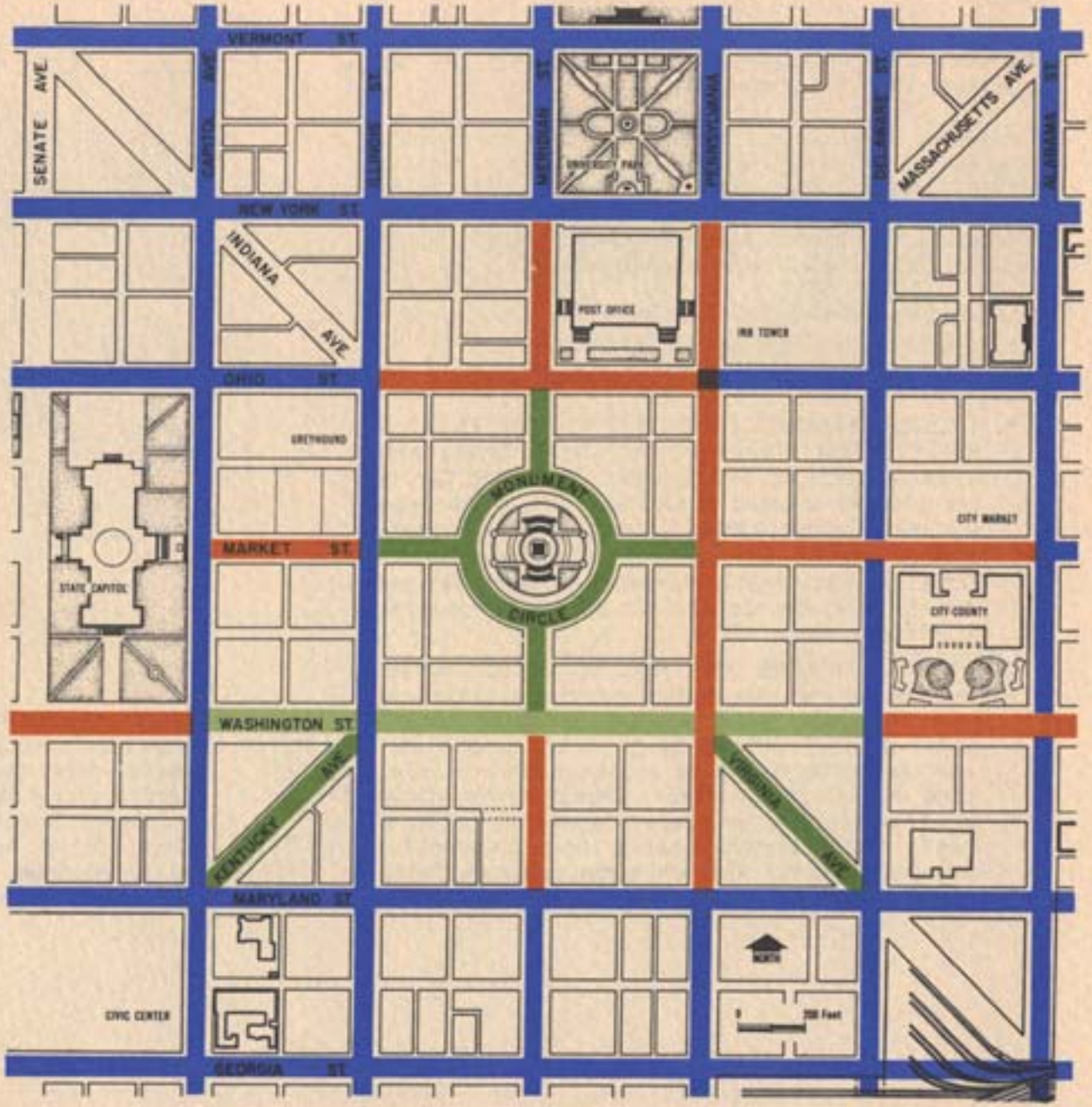
1. THOROUGHFARE ORIENTED TO MOVING THE VEHICLE. At this point the pedestrian is the intruder. Would require special treatment at points of conflict.
2. THOROUGHFARE ORIENTED TO THE PEDESTRIAN, the motor vehicle is the intruder. Street essentially would be closed except for emergency vehicles and servicing disabled persons. Loading would be permitted only if there is no alternative. Existing parking facilities would be given a pathway, but no new facilities would be permitted.
3. THOROUGHFARE ORIENTED TO TRANSIT but provides for major pedestrian activity, would permit emergency vehicles and servicing of disabled persons. Loading would be permitted only it there is no alternative.
4. SPECIAL TREATMENT THOROUGHFARES. The pedestrian should be given primary consideration, but the vehicle must enter these spaces to reach parking, for circulation, or for transit service. The opportunity is provided for the creation of excellence in environmental design.

LOCATION: REGIONAL CENTER CORE

REGIONAL CENTER CORE TRANSPORTATION CONCEPT

STREETS PRIMARILY DEVOTED TO

- VEHICLES
- PEDESTRIANS & VEHICLES
- PEDESTRIANS & TRANSIT
- PEDESTRIANS



Department of Metropolitan Development
Division of Planning and Zoning
Indianapolis—Marion County, Indiana
January, 1970

MAP XIV

MARKET STREET CORRIDOR: AN EXAMPLE OF RESOLVING TRAFFIC CONFLICTS

East Market Street is one of the main entryways into the core area from the Inner Loop Freeway. Long-term parking facilities are recommended near Alabama at Market to intercept the automobile traffic entering the core from the Freeway. From this point (Alabama at Market) a large volume of pedestrian traffic will move westward into the core.

An illustration of one possible solution to transportation conflicts along the Market Street Corridor is shown in Fig. 24. This proposal describes the priorities that must be assigned to the various modes along Market Street, as follows.

1. THOROUGHFARES ORIENTED TO THE MOVING VEHICLE. The intersections of Market Street with Alabama, Delaware, Pennsylvania, Illinois and Capitol are primarily oriented to vehicles. Due to the large volumes of vehicles these intersections must accommodate vehicles first and the pedestrians second. Therefore, a way must be devised to move pedestrians through these intersections with the least impedence to vehicular movement.
2. THOROUGHFARES ORIENTED TO PEDESTRIANS. The flow of vehicular traffic around the Circle and pedestrian traffic in the same area, points up that the pedestrian traffic should be given first priority and vehicular traffic should be accommodated on other more efficient thoroughfares. Access on the Circle should be provided for emergency vehicles and services to disabled persons. Loading should be permitted only if there is no other alternative and only during periods of light traffic.

LOCATION MAP - MARKET ST. CORRIDOR

3. THOROUGHFARES OF OPPORTUNITY. The pedestrian should be given primary consideration, but the vehicle must enter these spaces for parking, circulation, or supply. An example of this situation is found on Market Street from Pennsylvania Street west to Scioto Street. Access to the AFNB parking facility would continue, but Market Street at this location should be oriented primarily to the pedestrian.

PERSPECTIVE: TREATMENT OF PEDESTRIAN AREAS

ATTRACTIVE LANDSCAPING - SIGNAGE - STREET FURNITURE - LIGHTING

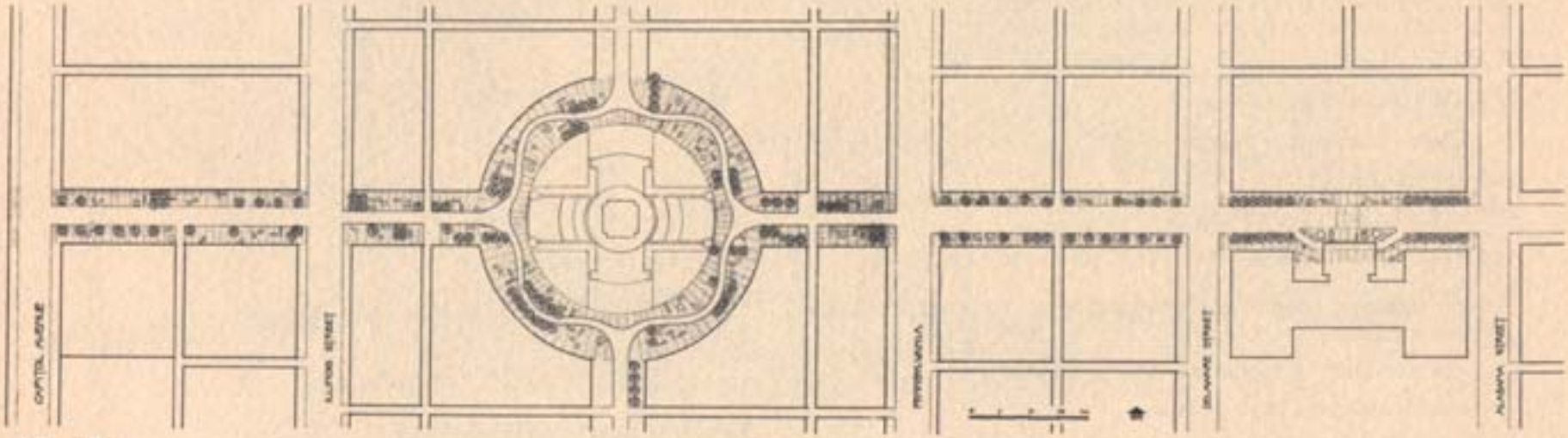


FIG. 24

MARKET STREET CORRIDOR - PROPOSED DEVELOPMENT PLAN

GOVERNMENT AND OTHER PUBLIC USES

Government and other public facilities perform dual roles in the Regional Center. Their principal function is that of providing the necessary political, municipal housekeeping and related services to support the public health and welfare with a secondary function of reflecting the center's identity and the community's culture.

By the year 1985, these uses are expected to occupy approximately 15 per cent of the Center's land area and employ 20 per cent of the Center's labor force (from a present 10 per cent of land area and 14 per cent of the labor force).

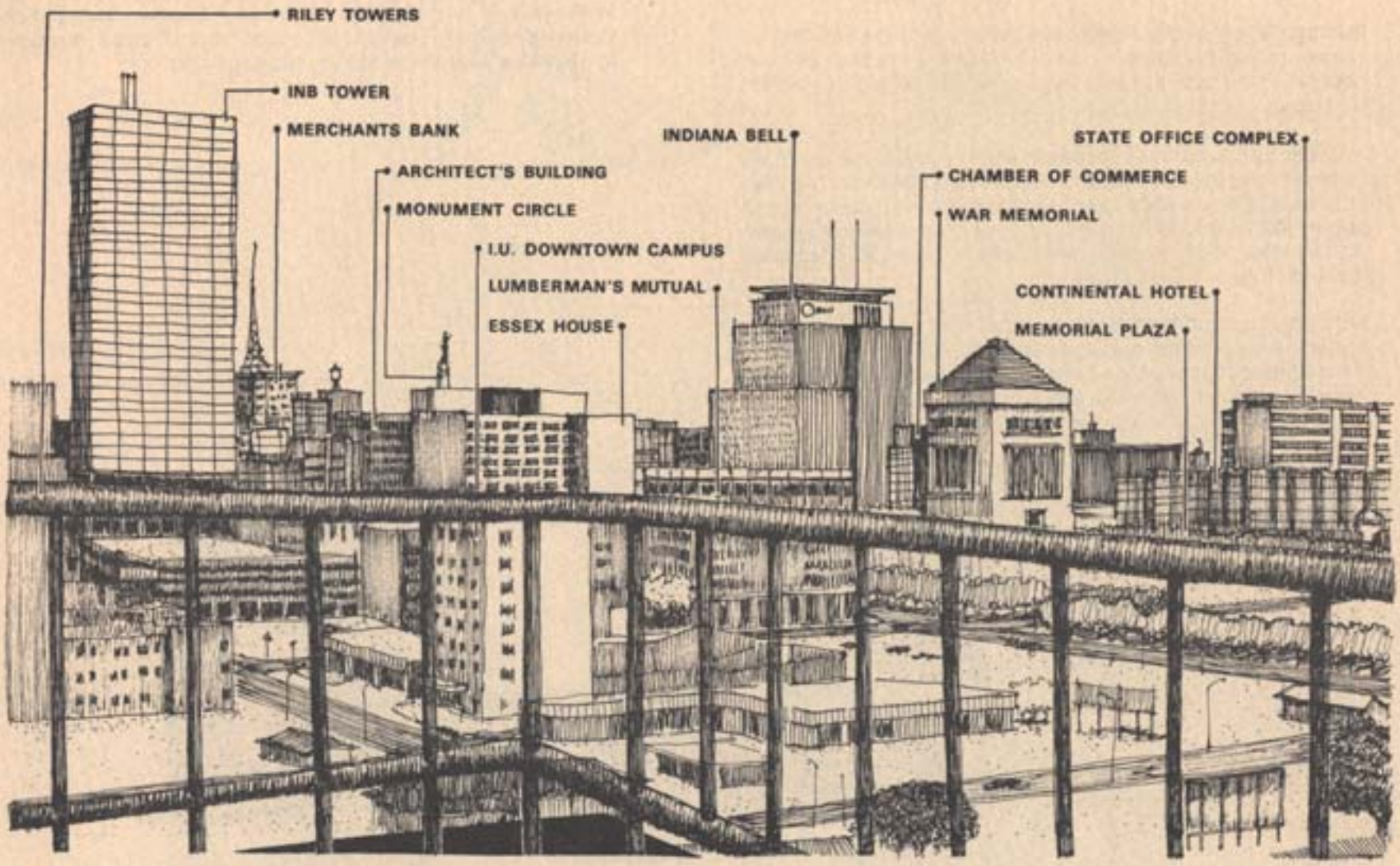
With the exception of groupings of these facilities around the Meridian-Pennsylvania Memorial Plaza, the state government complex and the medical center, most existing public facilities have been sited at random. Therefore, an important aspect of the land use plan is to relate new public uses to the scheme of arrangement of existing facilities.

New public facilities which are under construction, or for which site selection has been made include:

- New Federal Building
- New Central Post Office
- Indiana Convention Center
- Indiana Law School
- Medical Center additions
- Expansion of Elderly Housing Project

Public facilities proposed and/or being considered for the Center include:

- Urban University in the University Quarter
- State Supreme Court Building
- Sports Stadium
- Transportation Center



C.B.D. VIEW FROM NORTH EAST.

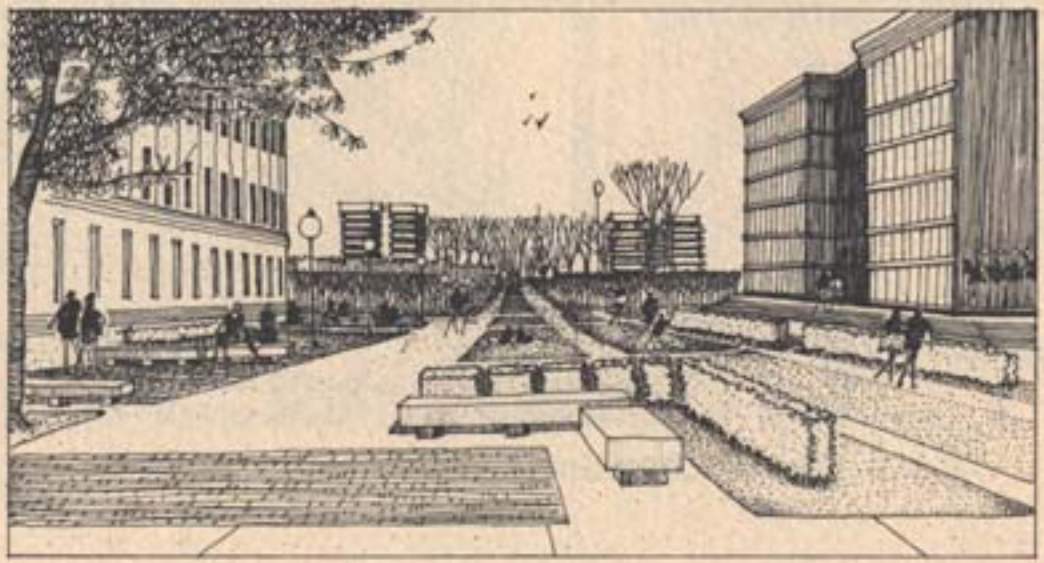
OPEN SPACE AND RECREATION

Intensification of the Regional Center activities and the increase in the numbers of employees, visitors and 24-hour population will warrant additional open space and recreation facilities.

In order to meet these demands and to overcome the confinement and inadequacies of the present situation, the plan proposes the creation and development of open space opportunities that will incorporate a linear walkway system with a series of open space developments. Map XV illustrates the principles of the system.

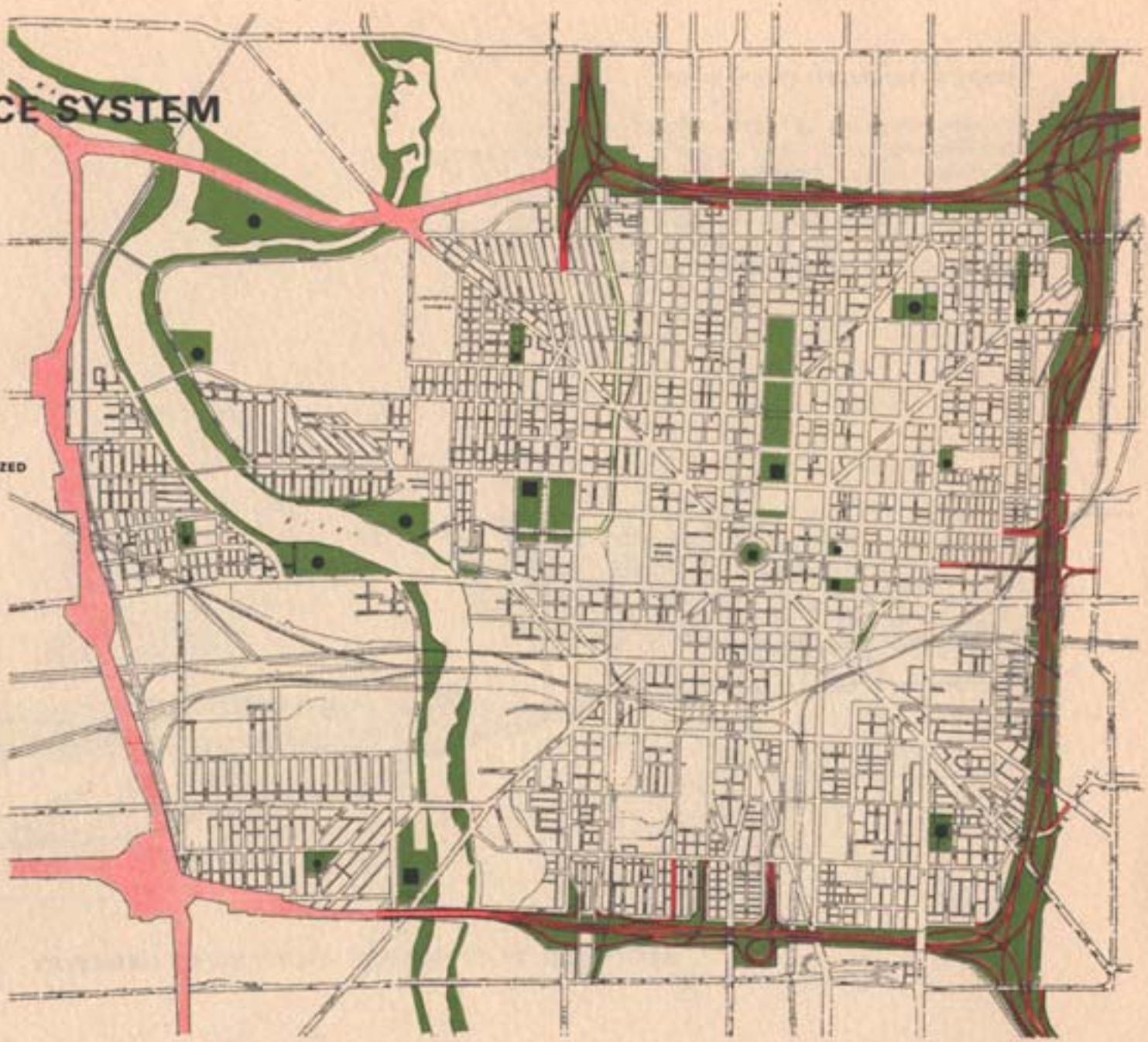
With appropriate beautification and supporting amenities, the walkway system becomes truly functional; not only is it a means of access to a destination, it is a pleasant, satisfying experience with the environment.

The plan recommends additional open space to be provided in Project H and H-I, the University Quarter, the Indiana Convention and Exposition Center, and in close proximity to all residential areas in the Regional Center.



CREATION OF SMALL PARKS AND URBAN SPACES

REGIONAL CENTER PARKS & OPEN SPACE SYSTEM



Department of Metropolitan Development
Division of Planning and Zoning
Indianapolis—Marion County, Indiana
January, 1970

The preparation of this map was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954 as amended.

MAP XV

WATER-ORIENTED OPEN SPACE

Two opportunities for water-oriented open space occur in the Regional Center—the parkways, banks and water area of White River and the Water Company Canal. Fig. 25 and 26 give a perspective view and a plan for the potential development along White River. The Water Company Canal could be transformed into an interesting walkway with bicycle paths, picnic areas and similar amenities.

LOCATION MAP: WHITE RIVER RECREATION

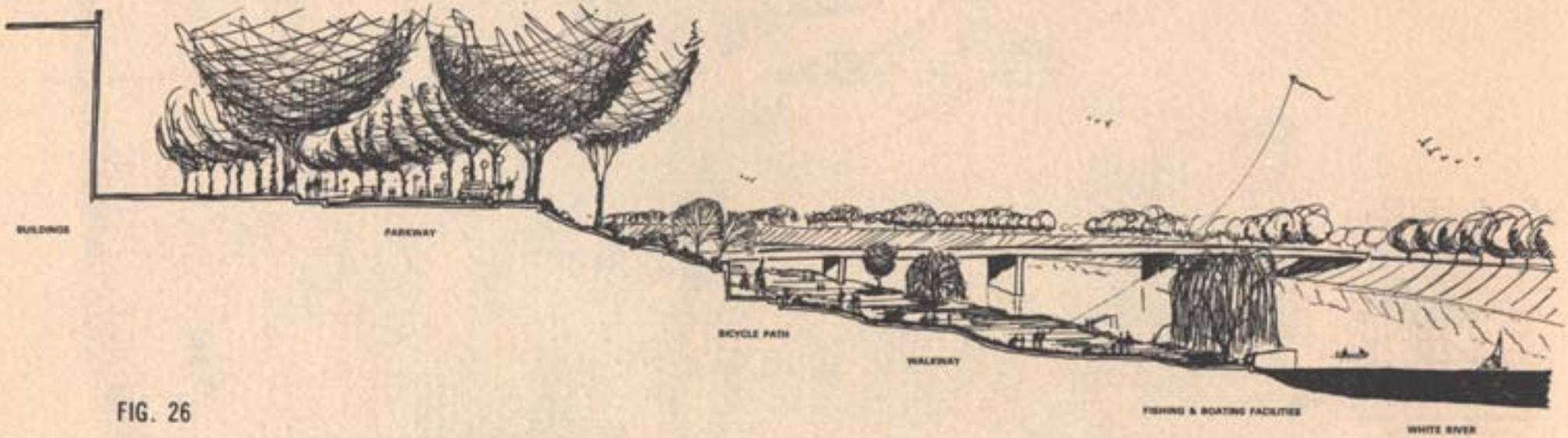


FIG. 26

SECTIONAL PERSPECTIVE: WHITE RIVER PARKWAY

PERSPECTIVE: WHITE RIVER PARKWAY

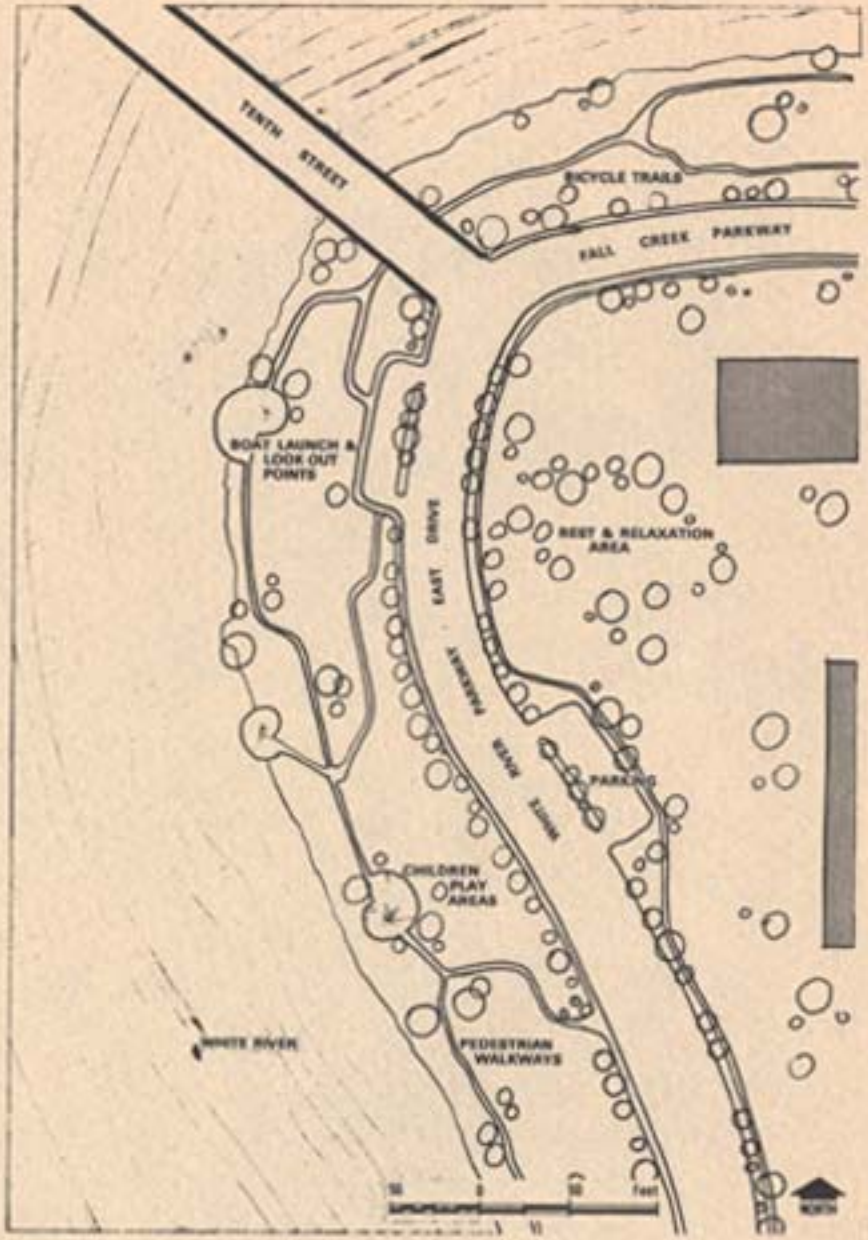


FIG 25 **SITE PLAN: WHITE RIVER PARKWAY**

This report has produced a concept of development that has been generally approved by a number of the major owners and operators of the Regional Center business community. The goals, guidelines and plan proposals can serve as the initial steps toward implementation. The plan can be implemented further and realized fully by means of:

- Recognition that the most successful future of the Retional Center will require a high degree of cooperation between government and those who develop the land.
- Positive desire by owners and occupants of the Regional Center to develop and redevelop their land and buildings according to the goals, guidelines and plans.
- Adoption of the plan by the Metropolitan Plan Commission and establishment of policies that will assist in reaching the goals.
- Cooperative action by agencies of government in the approval and installation of those capital improvements called for in the plan and necessary to the success of the Regional Center.

PRIORITY OF PROJECTS

Discussions of the Plan Commission and staff with interested owners in the core area have provided an insight into the necessary first actions required to implement the plan.

The following list of projects represents priority as a group because they are so closely interrelated.

- Reversal of the Maryland-Georgia one-way system and connections with Washington Street—to provide for the ultimate bypass of automobile and truck traffic from Washington Street.
- Planning and engineering of the Washington Street Transitway in anticipation of the installation of this important transit feature including an in-depth study of the transit mode of travel tailored to the needs of this metropolitan area.
- In-depth pedestrianway study with architectural standards and guidelines toward the eventual elimination of conflicts with other travel modes.
- Study of public facilities that will be needed toward the achievement of "identity" for this Center and to support the efforts of private development.
- Study of the renewal needs in this Center—to guide redevelopment of the land for highest and best uses.
- Detailed planning for the treatment of vehicular entryways from the Inner Loop Freeway, including the access points on the freeway, intercept parking facilities and the corridors entering the core area.
- Completion of the Lockerbie Square Area, the City Market rejuvenation and other public, cultural and historical attraction features.
- Depth study of the modernization of the Union Station as a transportation center with ancillary services, business and professional offices.

ORGANIZATION

There are many organizations in the Regional Center—each devoted to different interests and purposes.

What is needed for an effort such as this is a common interest group, which is small in number, dynamic and efficient, and which can sieze upon the opportunities for implementing the plan and welding the goals into an unified program of implementation.

This action will then represent one clear aim for achievement to which all Regional Center interests can focus.

TIMING

Within the next five years, certain improvements will be made in the Regional Center—the completion of that part of the Inner Loop Freeway to carry Interstate highways being the most important.

Many of the improvements listed under "Priority of Projects" are required for the successful functioning of the Inner Loop Freeway. Others are needed for the success of the Regional Center as a whole.

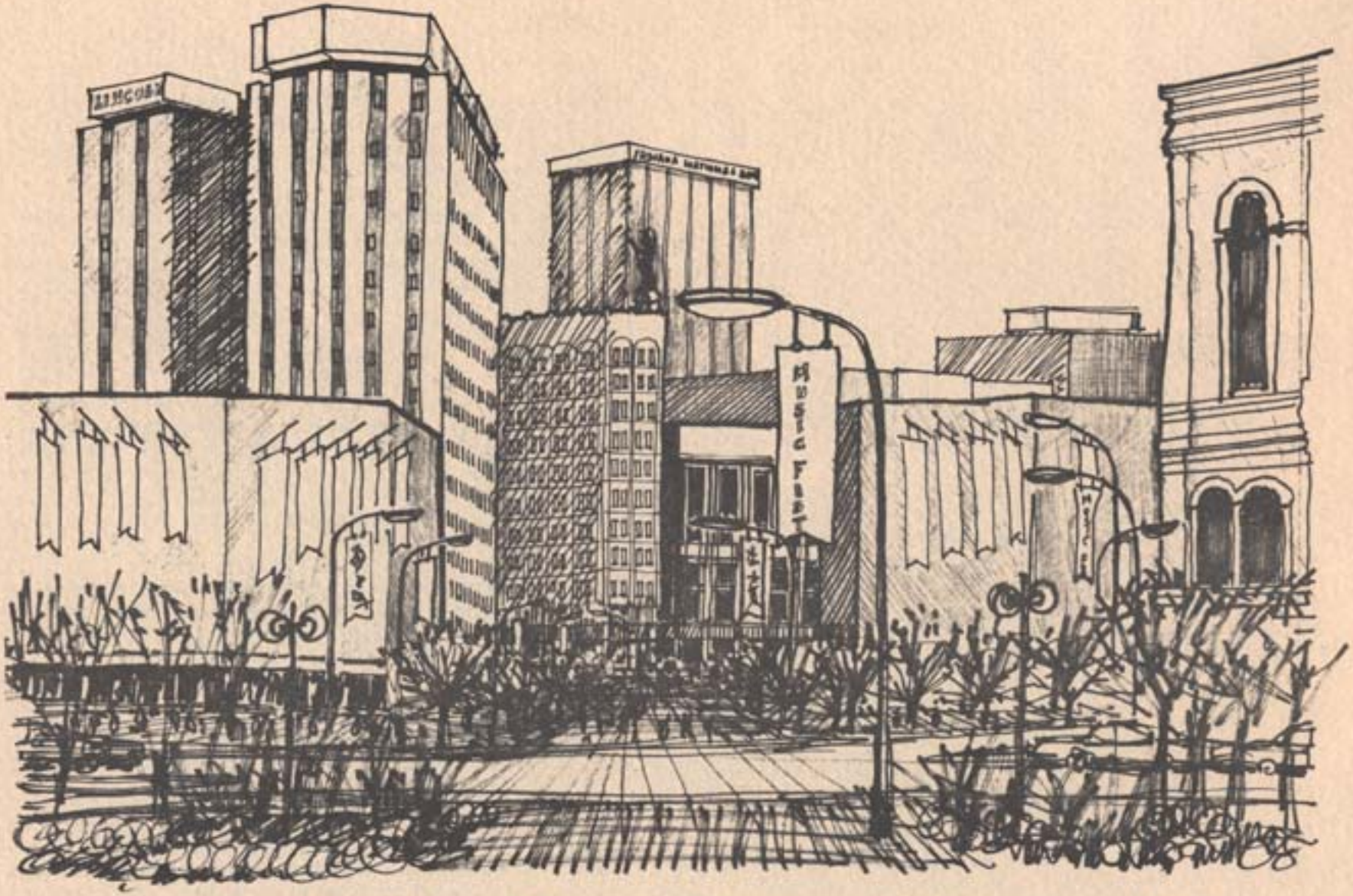
Private actions also are needed—modernization of stores and business buildings and new development.

Timing is a valuable key to success in this effort. All plan elements require detailed study as to how they will affect individual activities. Construction must be carefully timed so as to avoid unnecessary disruption of the Regional Center's performance. Preliminary engineering and plans could be initiated at once in anticipation of coordination of building and renewal in this respect.

It is emphasized that beyond the immediate improvements in the Regional Center, little of consequence is likely to happen unless the businessmen become the prime movers with government serving in an assistance role.

SUMMARY

In the final analysis, this Regional Center will be rejuvenated by private enterprise and not as a result of any governmental plan. Therefore, it is vital that the business community understand and agree with the plan's concepts and lead the way. Government, being sensitive to its citizens, will follow and support where possible.



STRONG VISUAL & PHYSICAL TIE BETWEEN THE CIVIC CENTER AND REGIONAL CENTER CORE

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graphics

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